

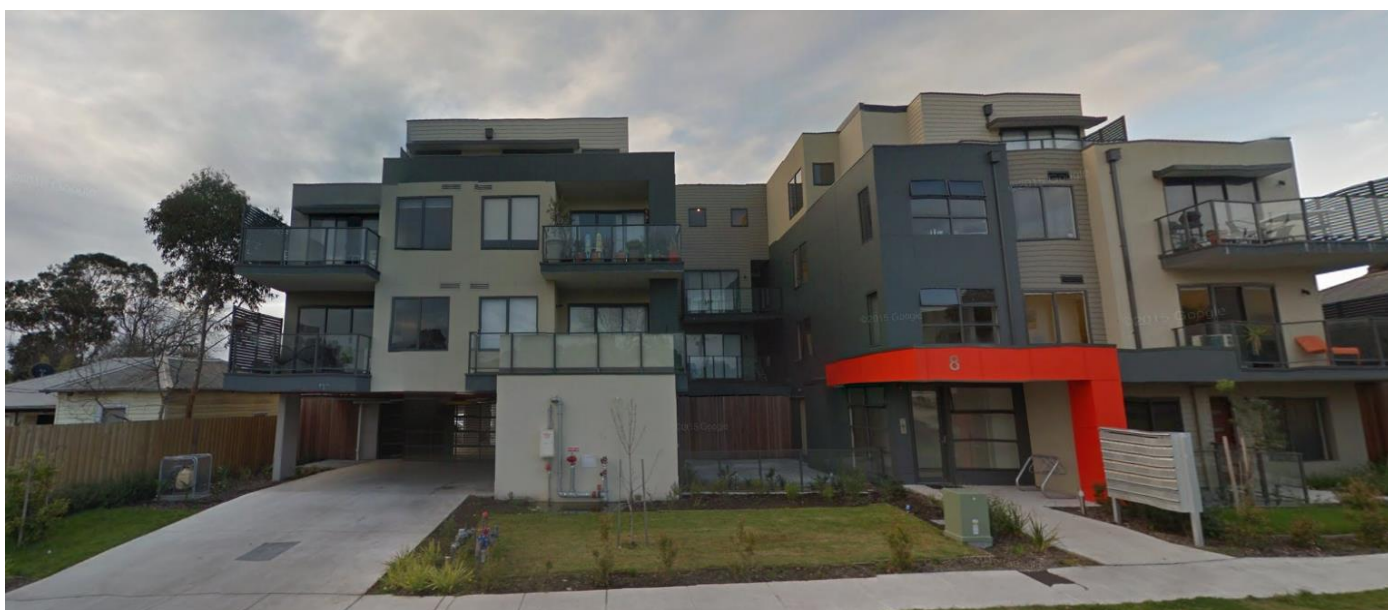
FRANKSTON HOUSING STRATEGY



2017 Update – Final Draft Frankston City Council

opportunity » growth » lifestyle

Reference No. A3579920



Ebdale Street, Frankston

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1.0 Introduction

The Frankston Housing Strategy (FHS) supports the housing objectives of the Frankston Planning Scheme. This Strategy has been prepared by Council to address the need for new housing development in Frankston City.

The FHS sets out a range of initiatives to accommodate the expected increase in population up to 2036 and beyond. It seeks to provide for a range of housing types to meet the needs of the diverse Frankston City households over this planning period. Key objectives are to maintain a steady supply of new housing that is affordable and fit for purpose, while protecting and enhancing the quality of residential amenity and neighbourhood character across Frankston City's different suburbs.



Ithaca Street, Frankston South



Nepean Highway (Olivers Hill)


2.0 Planning Scheme Provisions and Council's role

The Frankston Planning Scheme provides the formal policy context for housing development in Frankston City. Council's Housing Strategy is directly informed by the policy settings set out in the planning scheme. These include the State and Local Planning Policy Frameworks, the Municipal Strategic Statement (MSS) and the various zones and overlays that are used to manage the location and built form of new housing development in the city.

Council has many different roles that relate to housing in the City. At different times, Council may take relevant action as follows:

- Planner – in relation to Council's urban and social planning responsibilities.
- Provider – owner/developer of housing possibly in conjunction with housing associations/providers or developers.
- Advocate – representing community needs and interests to Commonwealth and State Governments and the private sector.
- Partner / Facilitator – working closely with developers, housing providers, residents and human service agencies to get things done.
- Educator – providing accurate information to housing suppliers, residents and interest groups.
- Regulator – ensuring that housing meets town planning, building and public health regulations and expectations.

While most people understand the need for Council to undertake the regulatory function for approving new housing development, the other roles listed here are also important. A very significant role of Council is its advocacy for housing services that are provided by other levels of government and other organisations. Council provides support to members of the community with specialist housing needs, including aged care, crisis accommodation and services to the homeless. This level of service provision extends well beyond what can be achieved through planning scheme controls for new development.



The Frankston Housing Strategy directly addresses the physical provision of new housing supply in Frankston. It also considers the existing and future needs of the households and individuals within the community for different housing types. Council's actions under the Housing Strategy are intended to closely align with the wide array of housing support services that are provided by government agencies, not-for-profit organisations and the private sector, to people living within Frankston City.

This Frankston Housing Strategy 2017 proposes actions and recommendations that reflect the range of roles for Council that are described above.



Karingal Drive, Frankston

2.1 State Planning Policy Framework

The following information contains relevant extracts from the Frankston Planning Scheme that set out the Victorian State Government's policy approach to housing issues in relation to land use and development. No change to these provisions is proposed by the Frankston Housing Strategy 2017.

Clause 9.01 of the Frankston Planning Scheme directs that **Plan Melbourne 2017-2050** be used to guide planning decision making. Plan Melbourne outlines the vision for Melbourne's growth until the year 2050. In residential policy terms, it promotes an accessible and inclusive city with living options that cater to people at all life stages. Plan Melbourne recognises that ongoing population growth creates pressure on housing affordability for households wanting to buy or rent. While Plan Melbourne seeks to increase the supply of new housing, it explains that this is to be achieved across the metropolitan area, not only in the growth areas. Plan Melbourne also encourages the increase in housing supply through a 'pipeline' of urban renewal projects near jobs and services.

Plan Melbourne promotes the concept of the "20 minute neighbourhoods" where people access local shops, schools, parks, jobs and a range of community services within a 20 minute trip from their front door. This approach requires improvements to existing neighbourhoods to make them pedestrian friendly. It includes intent to accommodate the majority of new dwellings in established areas within walking distance to the existing public transport network.

Plan Melbourne has five 'Directions' for Housing Choice in locations close to jobs and services:

- 2.1 Manage the supply of new housing in the right locations to meet population growth and create a sustainable city.
- 2.2 Deliver more housing closer to jobs and public transport.
- 2.3 Increase the supply of social and affordable housing.
- 2.4 Facilitate decision-making processes for housing in the right locations.
- 2.5 Provide greater choice and diversity of housing.

(These same points are repeated in **Clause 11.06-2 Housing Choice** of the Frankston Planning Scheme).

The following clauses of the Frankston Planning Scheme set out the overarching policy for housing that is consistent with the State Planning Policy Framework (SPPF) and Plan Melbourne. These clauses are used to inform the assessment of new housing developments that require planning approval under the planning scheme. Consideration is given to the extent that a planning application for new housing is consistent with these clauses.

Clause 11.03-2 Activity Centre Planning of the Frankston Planning Scheme seeks to encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community.

Clause 11.02-1 Supply of Urban Land seeks to ensure that sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses. This clause stipulates that Councils need to plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. It explains that residential land supply will be considered on a municipal basis, rather than a town-by-town basis (or centre by centre basis).

Clause 11.06-2 Housing Choice has the key objective “To provide housing choice close to jobs and services.”

Clause 16 Housing has the overall intent that “Planning should provide for housing diversity, and ensure the efficient provision of supporting infrastructure.” It also has the following aims:

“New housing should have access to services and be planned for long term sustainability, including walkability to activity centres, public transport, schools and open space.”

“Planning for housing should include providing land for affordable housing.”

Clause 16.01-1 Integrated housing seeks “To promote a housing market that meets community needs.” Strategies to achieve this include the following:

- Increase the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land.
- Ensure that the planning system supports the appropriate quantity, quality and type of housing, including the provision of age care facilities, supported accommodation for people with disability, rooming houses, student accommodation and social housing.
- Ensure housing developments are integrated with infrastructure and services, whether they are located in existing suburbs, growth areas or regional towns.
- Encourage housing that is both water efficient and energy efficient.
- Facilitate the delivery of high quality social housing to meet the needs of Victorians.

Clause 16.01-2 Location of residential development has the objective “To locate new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport.”

Strategies to achieve this include the following:

- Increase the proportion of housing in designated locations within established urban areas and reduce that share of new dwellings in greenfield and dispersed developments areas.
- Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.
- Ensure an adequate supply of redevelopment opportunities within the established urban area to reduce the pressure for fringe development.
- Facilitate residential development that is cost-effective in infrastructure provision and use, energy efficient, incorporates water efficient design principles and encourages public transport use.
- Identify opportunities for increased residential densities to help consolidate urban areas.

Clause 16.01-3 Housing opportunity areas have the objective “To identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne.” The related strategy is to identify strategic redevelopment opportunities that are:

- In and around the Central City.
- Urban-renewal precincts.
- Areas for residential growth.
- Areas for greyfield renewal.
- Area designated as National Employment and Innovation Clusters.
- Metropolitan activity centres and major activity centres.
- Neighbourhood activity centres – especially those with good public transport connections.
- Areas near existing and proposed railway stations that can support transit-orientated development.

Clause 16.01-4 Housing diversity has the objective “To provide for a range of housing types to meet increasingly diverse needs.” The related strategies are to:

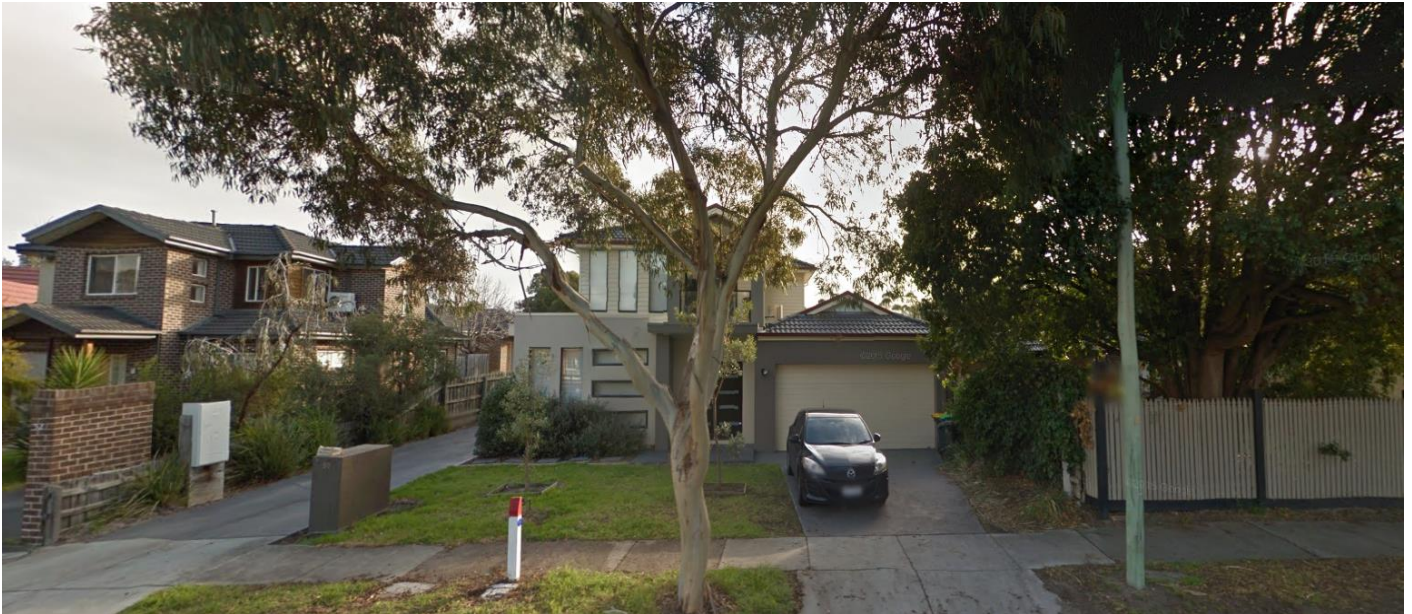
- Ensure housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs.
- Encourage the development of well-designed medium-density housing which:
 - Respects the neighbourhood character.
 - Improves housing choice.
 - Makes better use of existing infrastructure.
 - Improves energy efficiency of housing.
- Support opportunities for a wide range of income groups to choose housing in well-serviced locations.
- Ensure planning for growth areas provides for a mix of housing types and higher housing densities in and around activity centres.

Clause 16.01-5 Housing affordability has the objective “To deliver more affordable housing closer to jobs, transport and services.” The related strategies are to:

- Improve housing affordability by:
 - Ensuring land supply continues to be sufficient to meet demand.
 - Increasing choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities.

- Promoting good housing and urban design to minimise negative environmental impacts and keep down costs for residents and the wider community.
- Encouraging a significant proportion of new development to be affordable for households on low to moderate incomes.
- Increase the supply of well-located affordable housing by:
 - Facilitating a mix of private, affordable and social housing in activity centres and urban renewal precincts.
 - Ensuring the redevelopment and renewal of public housing stock better meets community needs.

Clause 16.02 Housing Form includes specific objectives and strategies for the location of rural residential development, crisis accommodation and community care units, residential aged care facilities and design and location of residential aged care facilities.



Fortescue St, Seaford

2.2 Local Planning Policy Framework

The following information contains relevant extracts from the Frankston Planning Scheme that set out the Council's policy approach to housing issues in relation to land use and development, as endorsed by the Minister for Planning. The Municipal Strategic Statement has been recently amended with the approval of Planning Scheme Amendment C100 by the Minister for Planning on 19 October 2017. Only minor changes to these provisions are proposed by the Frankston Housing Strategy 2017, to update those provisions that have now been completed.

Clause 21.01 of the Frankston Planning Scheme contains the Municipal Strategic Statement (MSS). The MSS sets out a succinct picture of the city and its strategic planning priorities. The MSS notes that expansion of future residential development in Frankston City is limited by the Urban Growth Boundary. The population of Frankston City is expected to grow from an estimated current population of approximately 135,000 (2014), with an average annual growth rate of 0.64% between 2011 and 2036. The majority of this growth is predicted to occur in Skye-Sandhurst, Carrum Downs, Seaford and Frankston Central. Population growth forecasts indicate that the municipality's population will reach almost 146,000 by 2026 and 152,000 by 2036. A continuing period of growth is therefore expected, during which the municipality's remaining 'greenfield' areas will be developed and new infill housing will occur in Frankston in particular.

The average household size for Frankston will continue to decline from 2.51 persons in 2011 to 2.44 persons in 2036. A decline in household size indicates that more dwellings will be required to house the population of the municipality, even in areas where population is not expected to rise substantially.

Clause 21.02 Key Issues includes the statement that changing demographic patterns, lifestyles and housing preferences are likely to result in increasing demand for a diversity of housing choices, including medium and higher density housing particularly in established areas. It is important that the appropriate areas for this form of development are identified and the character or environmental qualities of those areas are protected.

The low density residential areas at Frankston South and rural residential areas to the south and east of Langwarrin occupy areas of landscape quality and sensitivity, contribute to housing diversity and play a role in defining the distinct character of Frankston. The visual impact of development in these areas tends to be a function of development densities, including lot and dwelling size, and this in turn has an impact on vegetation retention. The need and demand for this type of residential development must therefore be balanced with the need to protect significant landscape and vegetation qualities.

In Clause 21.04-2 Settlement, Objective 1 is to accommodate the population growth and housing demand in the municipality in areas best suited to provide a quality living environment for the intended residents. Strategies include to:

- Encourage higher density housing in and around the Frankston MAC,
- Allow for medium density housing in selected areas in the municipality provided other objectives relating to amenity and neighbourhood character are met.
- Ensure that new housing respects the amenity of nearby residents and has regard to the neighbourhood character objectives for the area.
- Identify opportunities to use surplus land held by Council, government departments, servicing and other authorities for housing.
- Encourage new residential development as infill on surplus non-residential sites, including sites within the Frankston MAC.

Relevant further strategic work that is proposed by the Frankston Planning Scheme includes the following:

- Develop a student housing policy to facilitate student residential developments within the Health and Education Precinct.

Clause 21.07 Housing is the major policy statement in the Frankston Planning Scheme for housing development that is relevant to Frankston City. It has the following objectives and strategies:

Objective 1

Managing the provision of residential dwellings that address the needs of all Frankston residents.

Strategies

- Encourage the development of medium density housing in a variety of forms in appropriate locations within close proximity to commercial centres, transport and education facilities.
- Prepare and adopt revised neighbourhood character guidelines for residential redevelopment that positively contributes to the surrounding context, provides quality and innovative building design and facilitates high levels of residential amenity for new and adjoining residents.
- Ensure residential development incorporates a variety of housing types, sizes and costs.
- Advocate to State and Federal Government to attract funding/grants for local housing projects and studies to identify local development constraints.

Objective 2

Encourage mixed use development within the Frankston MAC.

Strategies

- Encourage high density residential development in the Frankston MAC.
- Ensure that development within the Frankston MAC assists in creating a diversity of housing stock.

Objective 3

Encourage the development of purpose built student housing within close proximity to Monash University and Chisholm TAFE.

Strategies

- Encourage student accommodation within the Health and Education Precinct.
- Encourage student accommodation at Chisholm TAFE or within walking distance to Chisholm TAFE and the Frankston MAC.

Objective 4

Recognise the needs of particular groups within the community including social housing, accommodation for special needs, employee accommodation and aged care.

Strategies

- Encourage the development of a diverse housing stock consistent with strategic planning research and identified housing needs for the municipality.

Changes Recommended to the Local Planning Framework:

- A Update the MSS to include the results and adjusted population forecasts from the 2016 Census.
- B Under Clause **22.04 Settlement**, delete the following two points and at the same time introduce the new Housing Framework map and proposed zones
 - Revise the Housing Framework Map having regard to new housing projections and state policy.
 - Investigate the application of new residential zones to the City's residential areas.
- C Include the Frankston Housing Strategy 2017 as a referenced document.
- D Undertake a review of Clause 22.04 Non Residential Uses in Residential Zones Policy to ensure that it is consistent with the operation of the new residential zones.

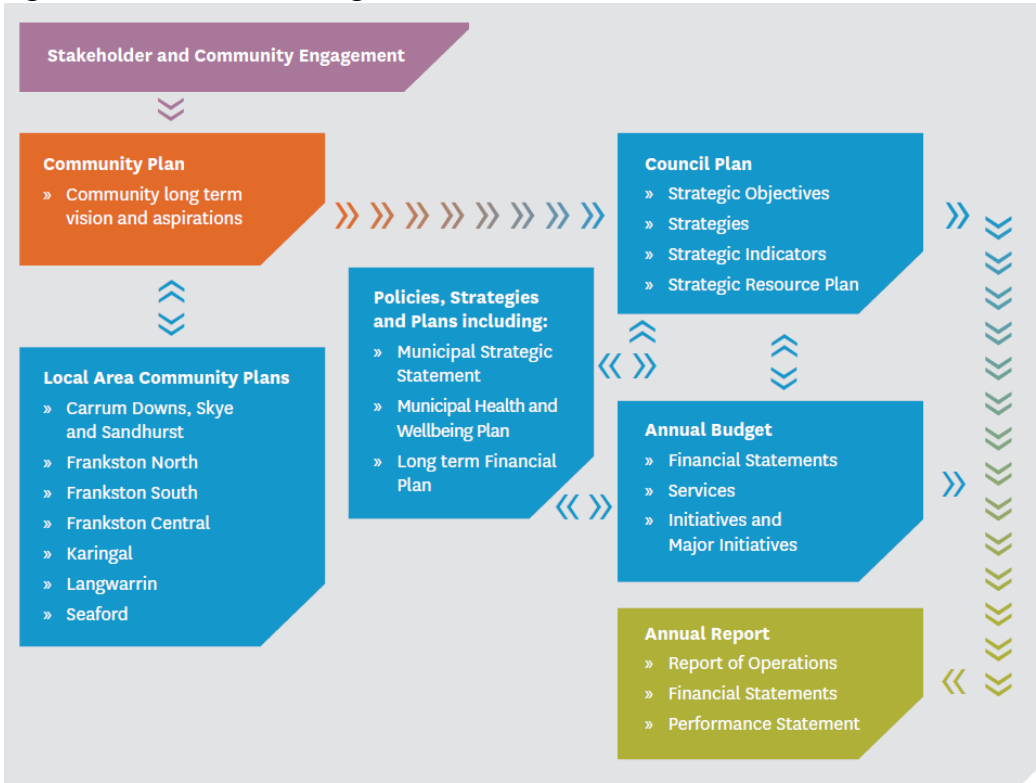


Sanders Road, Frankston South

3.0 Community Plan/Council Plan/Health and Wellbeing Plan

The key city wide policy documents for Frankston City are the Community Plan, the Council Plan and the Health and Wellbeing Plan. All are required by legislation and are normally adopted soon after the commencement of each four year period of an elected Council’s incumbency. Each of these three plans has specific objectives, strategies and actions that relate to housing in Frankston City.

Figure 1: Council’s Planning Framework



3.1 Frankston Community Plan

The 2017-2021 Community Plan, is a plan which outlines local community priorities and helps guide decision making in Frankston City. The Community Plan articulates the community's vision for the whole City and identifies those community priorities that provide opportunities for residents and Council to work together.

Community engagement enhances public participation, good governance and social trust. The Community Plan is developed through a large scale community engagement process, held soon after a new Council is elected.



The Frankston Community Vision presented as part of this plan is:

“Our Frankston will be: A vibrant, resilient seaside city that is transforming. Our local economy is becoming more diverse, and provides our people with great opportunities for employment and learning. Community assets are versatile, and provide spaces for a range of services and activities that provide spaces for a range of services and activities that improve the health, wellbeing and connectedness of our community. Our natural open space, including wetlands, bushland reserves, rivers and beaches, is treasured by residents and visitors alike.”

The Community Plan recognises that Frankston is a thriving and growing community. Latest estimates (2015) show that the current population of Frankston is estimated at 135,971, which is expected to increase to 160,000 by 2050. Frankston City's future growth will require an increase in housing, jobs and services in designated areas, while protecting and enhancing the City's diverse range of community loved assets including wetlands; coastline and natural reserves.

The following extract from the Community Plan directly relates to **Action Area 2 - Development and Housing** for Frankston:

Our Frankston will be:

“a city that more people choose to live in due the diverse range of housing options and lifestyle assets locally. Sustainable development is important to use.”

In the 2017-2021 plan, the community has identified development and growth is a key issue facing the Frankston community. Residents have expressed a desire to grow the Frankston City Centre, also known as the Frankston Metropolitan Activity Centre (MAC) to provide a mix of housing, employment and recreational options.

“Appropriate planning throughout Frankston in particular the Central Activity Area and in sensitive areas such as Green Wedge.”

Whilst generally supportive of new development, our community believes that it is vital that development is appropriate and sustainable, particularly in the City Centre and sensitive areas such as the Green Wedge. Protection of heritage buildings and homes is also important to our community.

Public transport services, particularly bus services, often do not meet the needs of our community. A greater span of hours and improved service frequency is required.

The community said we need to.....

- *Work together to ensure that our community grows in a sustainable and appropriate way*
- *Advocate for improved public transport that meets our needs and reduces our reliance on cars*
- *Advocate for more affordable housing options and to support our homeless community members*

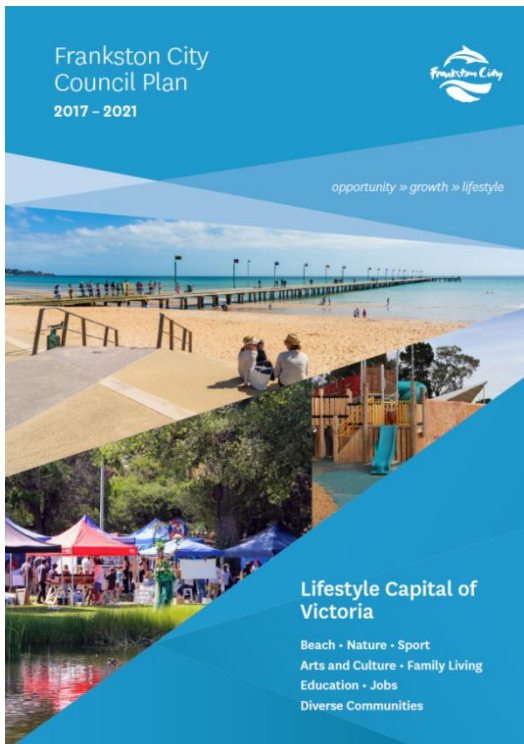
To achieve these goals, residents, community groups, State Government agencies and Council will need to work together.

What's already happening (or about to happen)?

- *Council has committed to working with the community to develop the Green Wedge Management Plan to protect this sensitive and vital asset*
- *Attracting higher density residential and mixed use developments will continue to be a focus for Council, including affordable housing*

3.2 Frankston City Council Plan

The Frankston City Council Plan presents the key actions to improve services, facilities and infrastructure that Council will pursue over the next 4 years. The Council Plan is a strategic document which guides the planning, development, allocation of resources and provision of services to the Frankston City community.



A major review of the Council Plan is required within 6 months of a Council election with annual updates for each of the remaining three years. The Council Plan must be adopted by Council and with the Minister for Local Government by 30 June each year.

The Council Plan 2017-2021 has the following strategies directly relevant to housing:

1 A Planned City

1.2 Development and housing

1.2.2 Attract high density residential apartments and commercial office accommodation

In the plan, the Strategic target for 2021 is for more than 1,000 new dwellings in the FMAC.

Frankston City's plans for future growth are to increase housing, jobs and services in designated areas, while protecting and enhancing our diverse range of natural assets, including wetlands, coastline and natural reserves. This statement is taken directly from the Community Plan.

The Council Plan contains an intent for Council to review and implement its other strategies, for example, the Municipal Strategic Statement, Car Parking Precinct Plan, Open Space Strategy and other policies to provide a clear framework for a long term vision for growth and development that ensures the city is well designed and appropriately managed to become a sustainable, inclusive and vibrant municipality.

3.3 Frankston Health and Wellbeing Plan

Frankston City Council's 2017 - 2021 Health and Wellbeing Plan represents significant engagement and partnership of community members and organisations' efforts to achieving a healthy and connected community.



The Plan states that Council plays a key role in creating communities and environments in which people can achieve positive health and wellbeing outcomes. It has a direct influence over some of the most powerful determinants of health such as employment, social support, land use planning, transport, and access to cultural activities such as arts, libraries and festivals. The Health and Wellbeing Plan outlines the actions and partnerships Council will implement to support health.

Naturally, access to good quality housing is considered essential to maintaining good health. Relevant objectives from the Health and Wellbeing Plan are:

Community Building Outcome 3


Frankston City is a Safe Community

Long-term ambition:

People in Frankston City have access to diverse and affordable housing and essential services, feel safe participating in community life and live free from harms associated with alcohol and drugs, gambling, violence and crime.

Health and wellbeing priority:

3.1 Diverse and affordable housing and safe behaviours



Council's priority is for people in Frankston City to have housing and be safe at every stage of life through environments that enable:

- Equitable access to affordable, suitable and secure housing
- Homeless people to be well supported by accessible and inclusive primary care and support services
- Feeling safe to participate in community life, both during the day and at night
- Healthy and safe behaviours that minimise harm to themselves and others from alcohol and drug misuse, gambling, violence and crime

Evidence – *why housing and safety is important for health and wellbeing:*

While Frankston City is experience economic growth and prosperity with housing prices increasing by up to 21% in 2016, a dedicated focus is required on housing affordability and housing stress.

The Municipal Health and Wellbeing Plan focuses on service delivery and educational and promotional measures to promote a healthy and connected community. However the link between health and access to appropriate housing is made clear.

4.0 Frankston Housing Strategy Implementation History

Council's previous Housing Strategy was endorsed in September 2013. It describes 'whole of Council' activities in the area of housing policy, planning and provision. An earlier version of the Frankston Housing Strategy was developed in 2002/2003 in conjunction with the landmark Neighbourhood Character Study that was undertaken for the whole city at that time. This provided a strong policy basis for decisions relating to housing within the municipality.

The 2013 Housing Strategy has been used to inform the review of the Municipal Strategic Statement that is now implemented through Am C100. This Amendment made changes to Clause 21.07 – Housing, by updating content, including the 'Frankston Housing Strategy – 2013' as a reference document, and deleting the associated map. Am C100 has completed public exhibition and was reviewed by an Independent Panel in August 2016. The Panel Report has been received and is generally supportive of the Amendment. Am C100 was reported to Council in November 2016 and was approved by the Minister for Planning on 19 October 2017.

Council had intended to implement the 2013 Housing Strategy recommendations through Planning Scheme Amendment C95. This amendment was designed to introduce new residential zones for particular locations within Frankston City. On 15 October 2013, Council resolved to initiate Am C95 in order to introduce the Residential Growth Zone (RGZ), General Residential Zone (GRZ) and Neighbourhood Residential Zone (NRZ), and to apply the new zones generally in accordance with the Frankston Housing Strategy 2013 with variations agreed to by Council following community consultation.

The following timeline sets out the progress of Am C95:

- The Amendment was placed on public exhibition between 28 October 2013 and 13 December 2013. A total of 66 submissions were received by the close of the exhibition period. Council accepted five late submissions after the exhibition period.
- At its meeting of 20 January 2014, Council resolved to refer the submissions to a Panel.
- A Directions Hearing was held in relation to the Amendment on 17 February 2014.
- The Panel Hearing was held on 17, 18, 19 and 20 March 2014 to hear submissions in respect of the Amendment.
- The Panel Report was received by Council on 29 May 2014. This report cast doubt on the rezoning proposals included in Am C95.
- On 1 July 2014, the Minister for Planning rezoned most of Frankston's residential areas to the new General Residential zone (this was the State Government's deadline for the introduction of the new residential zones to all Victorian Planning Schemes).
- It was decided by Council in November 2014 to do further strategic work and perhaps modify Am C95 so it could be re-considered for adoption.
- The amendment lapsed on the 31/10/2015.

The Panel report did not support the proposed allocation of the new residential zones and questioned the relationship of the amendment to the strategic work that informed the 2013 Frankston Housing Strategy. The Panel recommended that the location of the new residential zones should be further studied. On receiving this advice, Council paused the progress of the amendment pending further research.

In the meantime, the State Government applied the General Residential Zone to all residential areas within the city (other than to land zoned Mixed Use or Low Density Residential). Amendment VC116, gazetted on 1 July 2014, applied the General Residential Zone to land previously zoned Residential 1, 2 and 3 where a new residential zone was not applied. The amendment also removed the Residential 1, 2 and 3 zones from the Victoria Planning Provisions and all planning scheme.

As Council did not make a decision to progress Am C95 by 31/10/2015 (two years after the formal amendment process commenced) it automatically lapsed.

Council has now had three years' experience of working with the General Residential Zone and is well placed to reconsider the recommendations of its 2013 Housing Strategy. There was a Ministerial Direction that Council's must evaluate and monitor the implications of the application of any of the three residential zones within two years of their gazettal into a planning scheme. Planning authorities had to specifically assess the affect of the residential zone(s) on housing supply, housing prices, infill development sites, land prices and the availability of land for infill development but are not limited to those matters.

Table 1A: Number of new dwellings approved by month, July 2014 to June 2015

Month and Year	New Dwellings approved in the GRZ	New Dwellings Approved in other zones	Total approved dwellings
July 2014	92	0	92
August 2014	1	0	1
September 2014	35	38	73
October 2014	7	1	8
November 2014	27	63	90
December 2014	34	23	57
January 2015	32	0	32
February 2015	16	2	18
March 2015	39	1	40
April 2015	63	7	70
May 2015	53	2	55
June 2015	110	0	110
Total 2014-15	509	137	646

Table 1B: Number of new dwellings approved by month, July 2015 to June 2016

July 2015	36	0	36
August 2015	28	0	28
September 2015	72	25	97
October 2015	53	0	53
November 2015	59	0	59
December 2015	41	0	41
January 2016	4	0	4
February 2016	81	0	81
March 2016	55	1	56
April 2016	20	0	20
May 2016	4	0	4
June 2016	40	0	40
Total 2015-16	493	26	519

A total of 1002 dwellings have been approved within the 'General Residential Zone' in the two year period from July 2014 to June 2016, accounting for 86% of all new dwellings approved during this period. In 2014-15, 509 new dwellings were approved in the General Residential Zone. In 2015-16, 493 new dwellings were approved in the General Residential Zone.

It can be seen from these results that the operation of the General Residential Zone has allowed Frankston City to maintain its annual production of new dwellings at consistently high levels. Also the overwhelming majority of new dwellings are located in this zone rather than in other zones.

Council has some strict requirements in applying the ResCode standards for new development in the General Residential Zone – this approach does not appear to have reduced the production of new dwellings in the City. In assessing multi dwelling applications, Council requires one parcel of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 40 square metres, a minimum dimension of 3 metres and convenient access from a living room. Although this requirement is a more flexible than other Council's interpretation of the private open space provisions, Council's experience is that this requirement has had a high success rate both from acceptance of conditions by applicants and by VCAT reviews and approval.

This current refresh of the Frankston Housing Strategy will help inform a new Planning Scheme Amendment to improve the operation of the residential zones and associated overlay provisions of the Frankston Planning Scheme. The purpose of a new amendment will be to properly implement the objectives of the new Frankston Housing Strategy, and will include a statutory support for the ongoing implementation of Council's ResCode B28 requirement for private open space.

5.0 Frankston Housing Profile and Forecast Change

This section provides an analysis of the historical trends in housing and household data in Frankston City. This will be used to inform the type and mix of housing that is required to meet the projected demand in the City of Frankston over the next twenty years and beyond.

There are many different definitions of house and dwelling types. To maintain consistency with the most important data sources, the Frankston Housing Strategy uses the main housing types as defined by the Australian Bureau of Statistics (ABS):

- **Separate house** - includes all free-standing dwellings separated from neighbouring dwellings by a gap of at least half a metre.
- **Medium density** - 'Medium density' includes all semi-detached, row, terrace, townhouses and villa units, plus flats and apartments in blocks of 1 or 2 storeys, and flats attached to houses.
- **High density**- includes flats and apartments in 3 storey and larger blocks
The following definitions are also useful, although they only apply to small numbers of dwellings in Frankston City:
- **'Caravans, cabins, houseboats'** includes all such mobile accommodation, both inside and outside caravan parks (including caravans in private backyards).
- **'Other'** includes houses and flats attached to shops or offices, and improvised homes, tents and 'sleepers out' on Census night.
- **'Non-private dwellings'** are dwellings which provide a communal form of accommodation such as Hotels, Motels, Nursing Homes, Hospitals, Army Barracks, Staff Quarters, Boarding Houses, Homeless shelters, Youth hostels and Ski Lodges

Figure 2: Frankston City Private Dwelling Type 2016 and 2011

Frankston City - Dwellings (Enumerated)		NEW 2016			2011			Change
Dwelling type		Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	2011 to 2016
Separate house		44,070	77.5	66.1	43,177	81.1	71.1	+893
a Medium density		11,750	20.7	22.9	9,243	17.4	21.1	+2,507
a High density		301	0.5	10.1	302	0.6	7.2	-1
Caravans, cabin, houseboat		518	0.9	0.2	458	0.9	0.2	+60
Other		149	0.3	0.3	56	0.1	0.3	+93
Not stated		82	0.1	0.3	16	0.0	0.0	+66
Total Private Dwellings		56,870	100.0	100.0	53,252	100.0	100.0	+3,618

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

In the 2016 Census Data, there were 56,870 private dwellings in Frankston City. Of these, 77.5% were separate houses. This is a substantially higher proportion than in Greater Melbourne overall, which was 66.1%.

While in 2016 the extent of medium density housing in Frankston City approaches the proportion that exists in Greater Melbourne (20.7% to 22.9% respectively), it is in the category of high density housing that

Frankston is particularly under represented. This is largely due to Frankston's historical development as a regional centre and later as an outer suburban living area.

Figure 3: Frankston City Dwelling Type Summary 2016 and 2011

Frankston City	NEW 2016			2011			Change
	Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	2011 to 2016
Occupied private dwellings	52,700	92.6	90.7	49,332	92.5	91.2	+3,368
Unoccupied private dwellings	4,169	7.3	9.1	3,917	7.3	8.6	+252
Non private dwellings	67	0.1	0.1	84	0.2	0.2	-17
Total dwellings	56,936	100.0	100.0	53,333	100.0	100.0	+3,603

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

The great majority of Frankston's 56,936 dwellings (2016) are private dwellings, with 92.6% being occupied.

The Non-private dwellings category includes hotels, motels, and boarding houses as well as aged care facilities and other specialist accommodation. Interestingly, only 2,213 persons were recorded as living in non-private dwellings, perhaps reflecting a high vacancy rate for this type of accommodation at the time of the 2016 Census.

Average household size in Frankston City in 2016 Census is 2.5 persons (2016), which is the same in the 2011 Census Data.

5.1 Demographic Profile

In 2016, the Census population counted was 134,143 people, an increase of 7,685 people since the 2011 Census. That meant that Frankston City Council grew by 1,537 people per year within the last 5 years.

In 2016, the number of all private dwellings in Frankston City was 56,870, an increase of 3,618 dwellings since the 2011 Census. That meant an increase of 724 dwellings per year within the last 5 years.

In 2017, the Estimated Resident population is 139,511. This is an increase of 9,161 since the 2011 Estimated resident population. *Note that the Estimated population is usually more than the Census count as it accounts for people who are not counted or are overseas on Census night (see explanation below).* The Estimated population in 2015 was 137,932, suggesting an increase of 1,579 persons over the 12 months. (Previously noted in the draft, the Estimated Resident population for 2016 was a preliminary estimate of 137,424 that did not consider the adjustment of the results of the 2016 census).

The difference between the Census and the Estimated Resident population is that the Census population is the counted resident population not adjusted for under-enumeration and not counting residents being temporarily overseas. Estimated population is the official estimated resident population adjusted for under-enumeration and residents being temporarily overseas.

Whilst the Estimated Resident population is more useful figure for planning purposes, the 2016 Census data has been deemed fit for rebasing the Estimated Resident Population and having comparable quality to previous Australian Censuses and International Censuses.

A snapshot of current demographic statistics is provided below:

Figure 4: Frankston City Profile Statistic
Frankston City Profile

City Profile	
Population (Australian Bureau of Statistics (3218.0) 30 June 2016)	137,424
Number of households (Census 2016)	56,873
Percentage of males (Census 2016)	48.8%
Percentage of females (Census 2016)	51.2%
Residents born overseas (Census 2016)	28.5%
Residents who speak a non-English language (Census 2016)	14.0%
Average people per household (Census 2016)	2.5
Median weekly household income (Census 2016)	\$1,331
Rateable properties (as at 31 March 2017)	61,770

(From the Frankston City Council Plan 2017-2021 (2017), with the updated 2016 Census data)

5.1.1 Household Size and Type

In 2016, the average number of people per household in Frankston reflects a predominance of 2 persons and 1 person households. Together, these two categories account for over 58% of all households. There

are significant proportions of 3 person and four person households (16.7% and 15.7% respectively). Less than 10% of households have more than 4 persons.

Figure 5: Frankston City Household size 2016 Bar Graph

Household size, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data)
Compiled and presented in profile.id by .id, the population experts.

Figure 6: Frankston City Household size 2016 Summary Table

Frankston City - Households (Enumerated)

Number of persons usually resident	NEW 2016			2011			Change
	Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	2011 to 2016
1 person	13,310	26.8	23.2	12,353	26.1	23.3	+957
2 persons	15,970	32.1	31.4	15,583	32.9	32.0	+387
3 persons	8,307	16.7	17.3	7,853	16.6	17.0	+454
4 persons	7,789	15.7	17.6	7,398	15.6	17.4	+391
5 persons	3,072	6.2	7.1	2,986	6.3	7.2	+86
6 or more persons	1,241	2.5	3.5	1,236	2.6	3.2	+5
Total classifiable households	49,689	100.0	100.0	47,409	100.0	100.0	+2,280

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

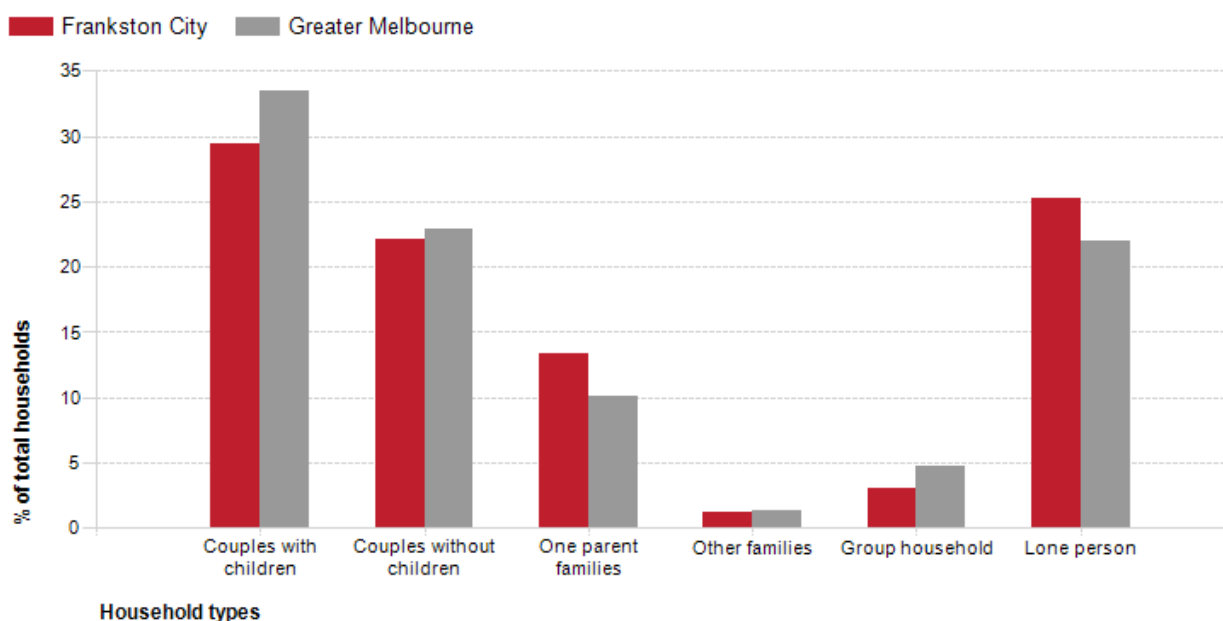
When considering the type of households in Frankston City, these results show that the traditional nuclear family of 'couples with children' is the most common type, accounting nearly 35% of all households. However 'lone person' households and 'couples without children' are also well represented and 'one parent families' are a particular feature of the Frankston City household profile. In contrast, 'group households' and 'other families' account for very small proportions of households in Frankston City.

These results do not match well with the prevalent dwelling types recorded in Frankston. Three and four bedroom dwellings account for 70.4% of all dwellings. One and two bedroom dwellings account for only 18% of all dwellings in Frankston City.

It could be expected that more one and two bedroom dwellings will be required in future, in medium and higher density development formats, to accommodate Frankston's growing population and to align more closely to the prevailing household types.

Figure 7: Frankston City Household type 2011 Bar Graph

Household type, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data)
Compiled and presented in profile.id by .id, the population experts.

However, in the 2016 Census data, of all households, 69.9% were family households, 26.8% were single person households (representing a small increase since 2011) and 3.3% were group households.

Figure 8: Frankston City Number of bedrooms per dwelling 2016 and 2011 Summary Table

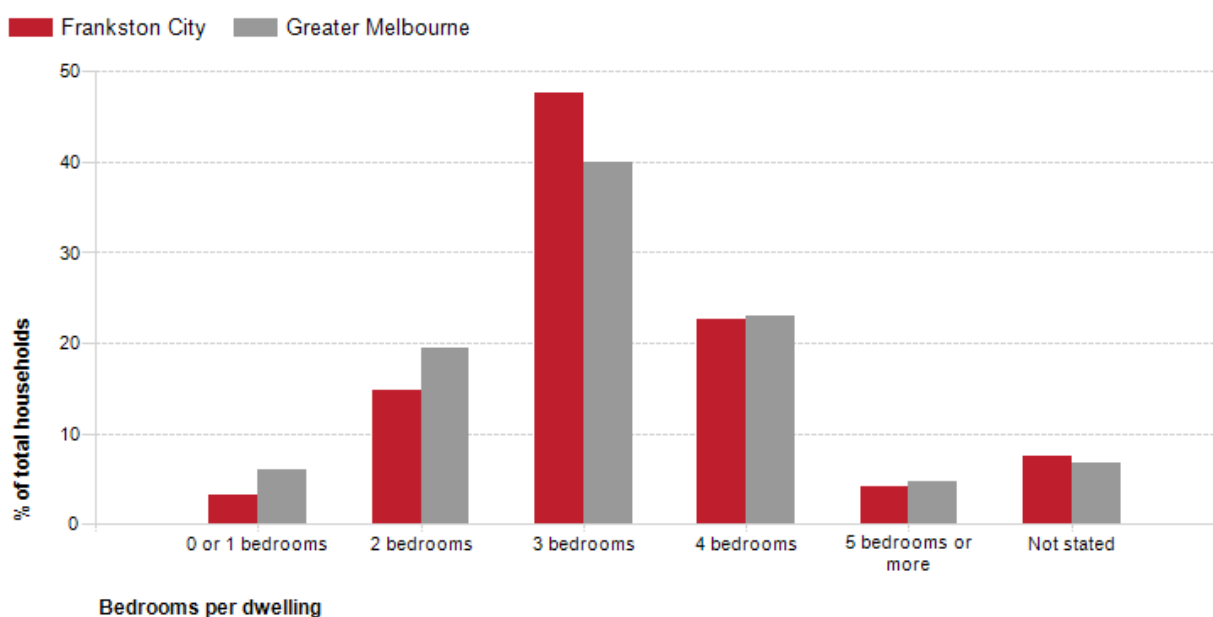
Frankston City - Households (Enumerated)		NEW 2016			2011			Change
Number of bedrooms		Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	2011 to 2016
0 or 1 bedrooms		1,705	3.2	6.0	1,568	3.2	5.5	+137
a 2 bedrooms		7,794	14.8	19.5	7,390	15.0	19.3	+404
3 bedrooms		25,133	47.7	40.1	25,123	50.9	43.8	+10
a 4 bedrooms		11,938	22.7	23.0	10,856	22.0	22.0	+1,082
5 bedrooms or more		2,172	4.1	4.8	1,820	3.7	4.3	+352
Not stated		3,959	7.5	6.8	2,575	5.2	5.1	+1,384
Total households		52,701	100.0	100.0	49,332	100.0	100.0	+3,369

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

In the 2016 Census data, of occupied private dwellings 3.0% had 1 bedroom, 15.5% had 2 bedrooms and 50.3% had 3 bedrooms. The average number of bedrooms per occupied private dwelling was 3.1. The average household size was 2.5 people.

Figure 9: Frankston City Number of bedrooms per dwelling 2016 Bar Graph

Number of bedrooms per dwelling, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data)
Compiled and presented in profile.id by .id, the population experts.

5.1.2 Household Income

Analysis of household income levels in Frankston City in 2016 compared to Greater Melbourne shows there was a smaller proportion of high income households (those earning \$3,000 per week or more) and a higher proportion of low income households (those earning less than \$650 per week).

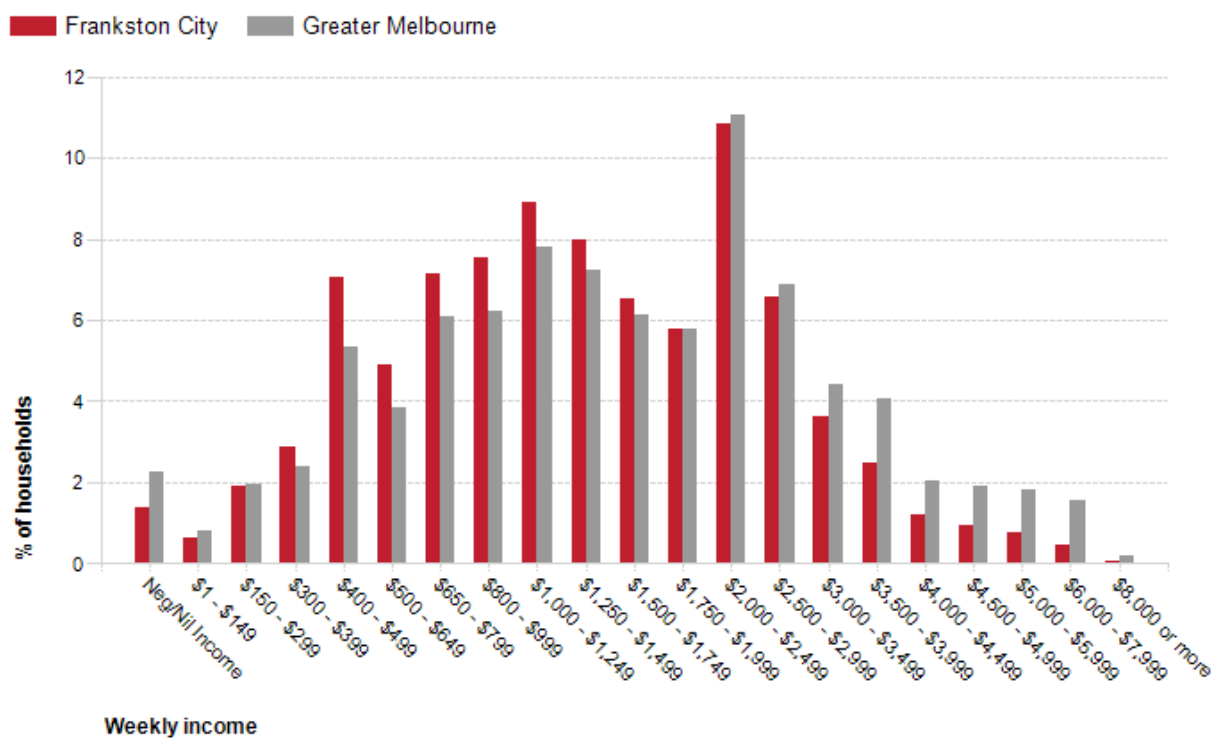
In 2016, those earning \$2,500 per week or more were considered to be high income households, with those earning less than \$650 per week were low income households.

Overall in 2016, 16.1% of the households earned a high income and 18.8% were low income households in Frankston City, compared with 22.8% and 14.4% respectively for Greater Melbourne. In 2011 in Frankston City, 11.7% of the households earned a high income and 21.7% were low income households.

This indicates that Frankston City is attractive to lower income households and emphasises the need for more affordable housing within the City.

Figure 10: Frankston City Weekly Household income 2016

Weekly household income, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data)
Compiled and presented in profile.id by .id, the population experts.

5.1.3 Housing Tenure

In 2016, 63.6% of all households in Frankston City either owned their homes outright, or were purchasing with a mortgage. In 2011, 66.2% of all households in Frankston City either owned their homes outright, or were purchasing with a mortgage. This is very close to the Greater Melbourne average.

Of the 27.3% of households renting, by far the greatest proportion were in the private rental market. In 2011, it was 26.6%

1,373 households (2.6%) were renting from social housing providers in 2016, a decrease from some 1,519 households (3.1%) were renting from social housing providers in 2011.

Figure 11: Frankston City Housing tenure 2016 and 2011

Frankston City - Households (Enumerated)							
Tenure type	NEW 2016			2011			Change
	Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	
a Fully owned	13,227	25.1	29.0	12,995	26.3	31.5	+232
a Mortgage	20,272	38.5	34.3	19,681	39.9	35.3	+591
Renting	14,383	27.3	28.8	13,127	26.6	26.5	+1,256
▪ a Renting - Social housing	1,373	2.6	2.6	1,519	3.1	2.9	-146
▪ a Renting - Private	12,823	24.3	25.8	11,376	23.1	23.1	+1,447
▪ Renting - Not stated	187	0.4	0.4	232	0.5	0.5	-45
Other tenure type	693	1.3	0.8	574	1.2	0.7	+119
Not stated	4,120	7.8	7.1	2,955	6.0	5.9	+1,165
Total households	52,695	100.0	100.0	49,332	100.0	100.0	+3,363

Source: Australian Bureau of Statistics, [Census of Population and Housing 2011 and 2016](#). Compiled and presented by [.id](#), the population experts.

It is useful to note that at this time the majority of 'separate houses' were fully owned or being purchased (77.5%). By comparison, over half of the medium and high density dwellings were being privately rented. Not surprisingly, this suggests that in Frankston, the rental market is focussed on the less expensive types of dwellings.

The preferred type of dwelling for owner-occupiers is clearly the 'separate house'. As these types of dwelling are usually more expensive to rent, the relationship between average rental costs and average mortgage payments is important. Under favourable financial conditions (including local employment rates and applicable household loan interest rates) households on median incomes would be able to afford to buy a 'separate house' in Frankston City.

5.1.4 Cultural Diversity

While Frankston is culturally diverse, it does not match the greater Melbourne average for this attribute. Approximately 21.4% of the total population is overseas born in 2016 (21.8% in 2011), compared with a proportion of 33.8% for Greater Melbourne (31.4% in 2011). In 2016, only 10.7% of the Frankston City population is overseas born with a non-English speaking background. In Greater Melbourne, 27% of the population is overseas born with a non-English speaking background.

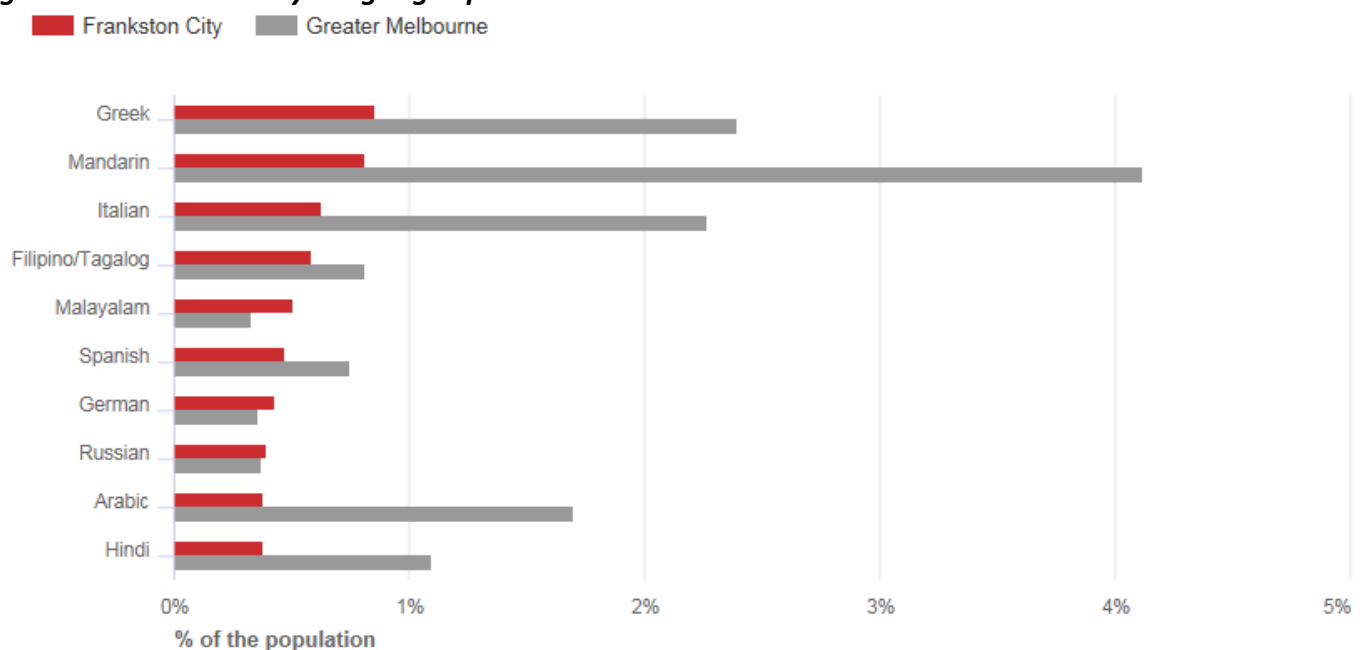
Figure 12: Frankston City Birthplace Summary 2016 and 2011

Frankston City - Total persons (Usual residence)		NEW 2016			2011			Change
		Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	
Birthplace		Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	2011 to 2016
a	Total overseas born	28,698	21.4	33.8	27,532	21.8	31.4	+1,166
	Non-English speaking backgrounds	14,329	10.7	27.0	12,908	10.2	24.2	+1,421
	Main English speaking countries	14,369	10.7	6.8	14,624	11.6	7.2	-255
	Australia	95,936	71.5	59.8	91,793	72.6	63.3	+4,143
	Not stated	9,473	7.1	6.4	7,131	5.6	5.3	+2,342
Total Population		134,107	100.0	100.0	126,456	100.0	100.0	+7,651

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

In 2016, Frankston City had 11.4% of people spoke a language other than English at home in 2016, compared to 10.2% in 2011. More than 80% of the population spoke English only in both 2016 and 2011.

Figure 13: Frankston City Language Spoken at home 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data). Compiled and presented in profile.id by .id, the population experts.

Frankston City's existing ethnic and cultural profile in 2016 may influence the prevailing preference within the city for traditional suburban housing types. Other suburban areas such as Greater Dandenong (11.2% Vietnamese), Monash (Mandarin 14.7%) and Whitehorse (Mandarin 12.9%) are more culturally diverse than Frankston City, which is more similar to the Mornington Peninsula (Italian 1%) in its ethnic make-up. While all outer suburban areas of greater Melbourne favour 'separate housing' as the dominant housing type, a more culturally diverse population may be less averse to selecting medium and higher density housing types.

5.1.5 Age Profile

The distribution of age groups in the Frankston City population aligns fairly closely to that of greater Melbourne. Frankston has slightly less 'young workforce' people (25 to 34) and slightly more of the over-50s groups.

Figure 14: Frankston City Age structure by service age groups 2016 and 2011

Frankston City - Total persons (Usual residence)		NEW 2016			2011			Change
Service age group (years)		Number	%	Greater Melbourne %	Number	%	Greater Melbourne %	2011 to 2016
a	Babies and pre-schoolers (0 to 4)	9,016	6.7	6.4	8,675	6.9	6.5	+341
a	Primary schoolers (5 to 11)	11,564	8.6	8.5	10,773	8.5	8.4	+791
a	Secondary schoolers (12 to 17)	9,240	6.9	6.7	10,003	7.9	7.3	-763
a	Tertiary education and independence (18 to 24)	11,729	8.7	10.0	11,801	9.3	10.1	-72
a	Young workforce (25 to 34)	18,484	13.8	16.3	17,111	13.5	15.4	+1,373
a	Parents and homebuilders (35 to 49)	28,267	21.1	21.1	27,803	22.0	22.0	+464
a	Older workers and pre-retirees (50 to 59)	17,832	13.3	11.9	16,057	12.7	12.1	+1,775
a	Empty nesters and retirees (60 to 69)	14,079	10.5	9.3	12,279	9.7	9.0	+1,800
a	Seniors (70 to 84)	11,219	8.4	7.7	9,675	7.7	7.4	+1,544
a	Elderly aged (85 and over)	2,713	2.0	2.0	2,280	1.8	1.8	+433
Total		134,143	100.0	100.0	126,457	100.0	100.0	+7,686

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

In the 2016 Census, 34.2% of the population is aged over 50, (in 2011 it was 31.9%) and this proportion is likely to grow over time, as the population ages. This is likely to contribute to the demand for smaller housing options (one and two bedroom dwellings) as well as for specialised aged care housing.

5.1.6 Index of Social Disadvantage

The Frankston City SEIFA Index of Disadvantage measures the relative level of socio-economic disadvantage based on a range of Census characteristics. It provides a general view of the relative level of disadvantage in one area compared to others. The index is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment, and jobs in relatively unskilled occupations.

A higher score on the index means a lower level of disadvantage. A lower score on the index means a higher level of disadvantage. The percentile column indicates the approximate position of this small area in a ranked list of Australia's suburbs and localities. It's meant to give an indication of where the area sits within the whole nation. A higher number indicates a higher socio-economic status. For instance, a percentile of 72 indicates that approximately 72% of Australia's suburbs have a SEIFA index lower than this area (and are more disadvantaged), while 28% are higher.

Figure 15: Frankston City Social Disadvantage Index by suburb 2011

Frankston City's small areas and benchmark areas

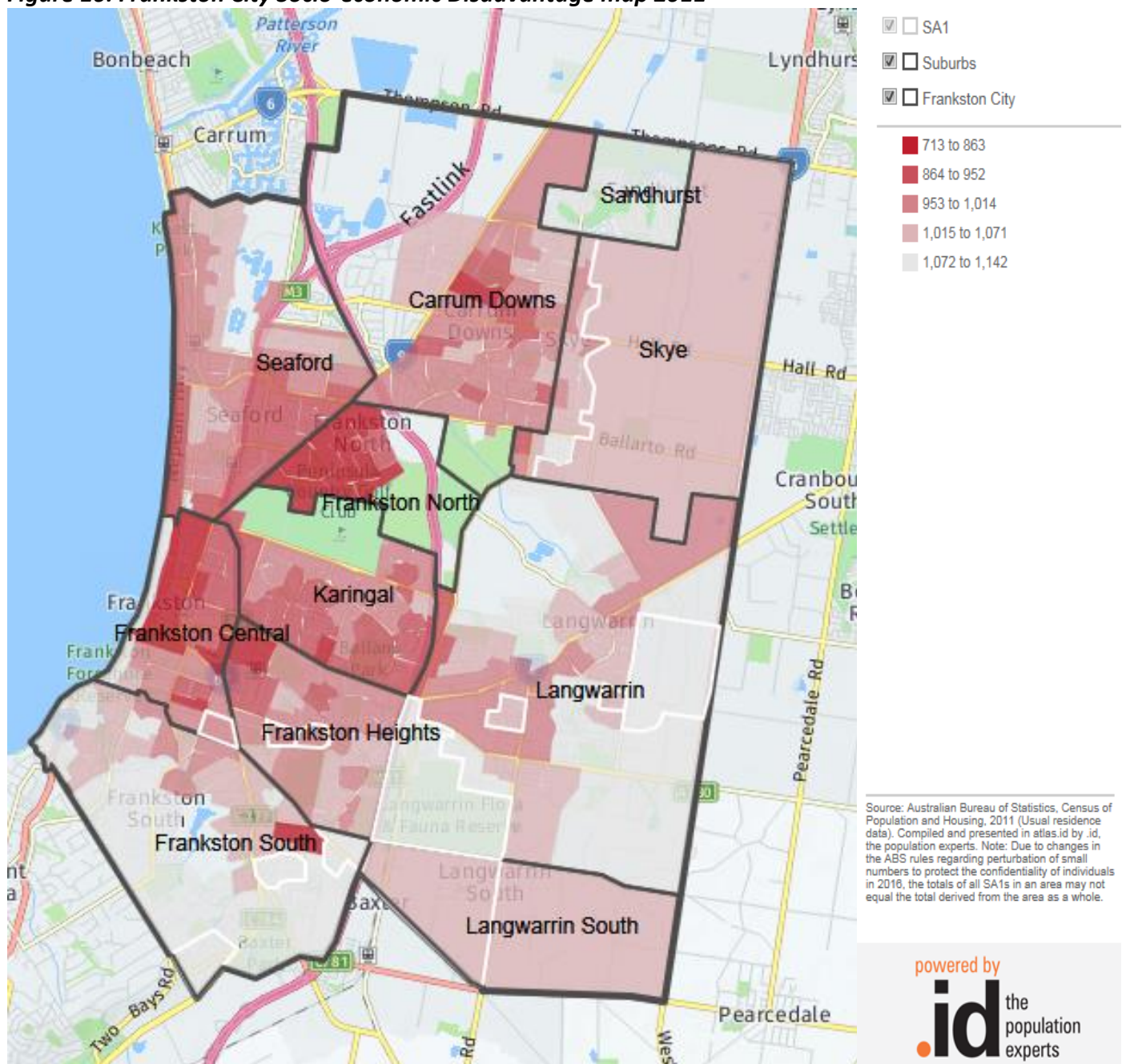
Area	2011 index	Percentile
Sandhurst	1,123.6	99
Langwarrin South	1,066.5	83
Frankston South	1,059.9	79
Langwarrin	1,040.9	69
Skye	1,035.0	66
Greater Melbourne	1,020.3	57
Victoria	1,009.6	51
Interface Councils	1,008.3	50
Australia	1,002.0	47
Frankston City	996.7	44
Frankston Heights	987.5	39
Carrum Downs	984.0	38
Seaford	981.2	36
Karingal	946.8	23
Frankston Central	930.4	18
Frankston North	812.3	4

Source: Australian Bureau of Statistics, [Census of Population and Housing 2011](#). Compiled and presented in profile.id by [.id](#), the population experts.

Frankston City as a whole has a SEIFA index rating of 996.7 which is just below the average for Australia (1,002.0). The suburbs of Skye, Langwarrin, Frankston South and Langwarrin South have relatively high ratings on the index, scoring higher than the averages for Victoria and for Greater Melbourne.

Frankston North and the FMAC area are shown as particularly disadvantaged on the SEIFA index. Frankston Central, Karingal, Seaford, Carrum Downs and Frankston Heights all have lower scores than the Frankston City average.

Figure 16: Frankston City Socio-economic Disadvantage map 2011



These relative levels of disadvantage can be indicative of areas experiencing housing stress, with significant numbers of households having difficulties in meeting their rental and/or home mortgage obligations on a regular basis. The most well accepted policy definition of 'housing stress' is where households have to spend more than 30% of their weekly income on rent or mortgage payments.

In 2016, the average monthly mortgage repayments in Frankston City were: \$1,621, while average weekly rentals are \$306. In 2011, the average monthly mortgage payments in Frankston City were: \$1,647, while average weekly rentals are \$265. To avoid housing stress, households in Frankston would need to earn more than \$5,435.10 per month (with a mortgage) or \$874.50 per week (for a rental property).

5.1.7 Dwelling Types and Household Size across Frankston City

Frankston City's post war development urban expansion has resulted in a series of residential estates extending inland from the original settlements along the coast. Expansion commenced in Frankston North, Karingal and Seaford areas. More recent development has occurred in Carrum Downs, Skye and Langwarrin. While the dominant housing form in all suburbs is the 'separate house', there are some local differences.

Figure 17: Frankston City dwelling types by suburb 2016

SUBURBS	SEPARATE HOUSE		SEMI-DETACHED (TERRACE HOUSE OR TOWN HOUSE)		FLAT OR APARTMENT	
	NO. OF DWELLINGS	% OF TOTAL	NO. OF DWELLINGS	% OF TOTAL	NO. OF DWELLINGS	% OF TOTAL
Frankston	10,684	73.8%	2,854	19.7%	876	6.1%
Frankston North	1,978	92.2%	151	7%	10	0.5%
Frankston South	5,565	85.4%	856	13.1%	48	0.7%
Carrum Downs	5,583	76%	1,505	20.5%	42	0.6%
Langwarrin South	353	100%		0%		0%
Langwarrin	6,612	83.5%	1,121	14.2%	73	0.9%
Sandhurst	1,344	84.7%	243	15.3%		0%
Seaford	4,920	72.8%	1,500	22.2%	51	4.1%
Skye	2,256	88.1%	302	11.8%	3	0.1%
Frankston LGA	39,300	79.1%	8,543	17.2%	1,337	2.7%
Greater Melbourne	1,067,637	67.8%	264,404	16.8%	231,297	14.7%

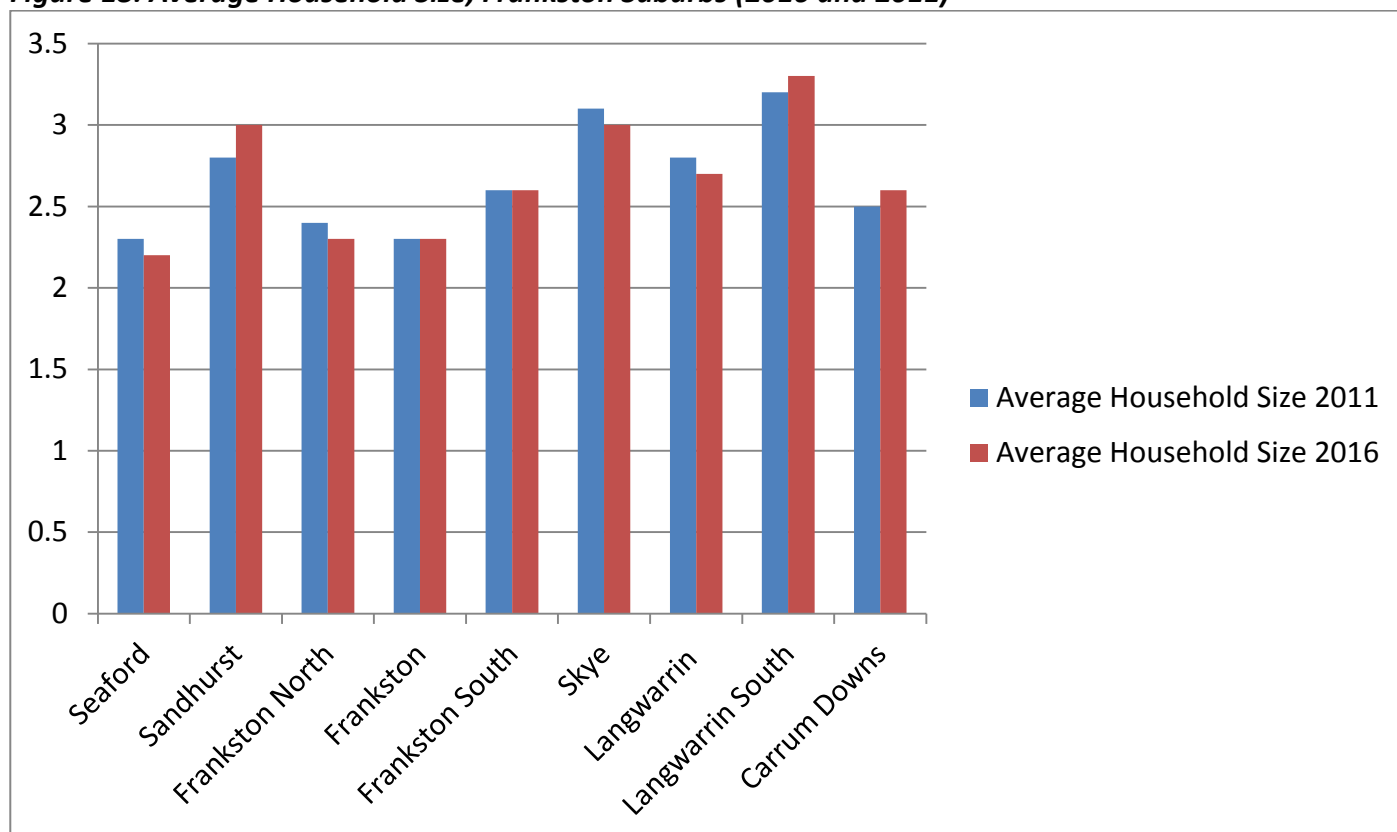
Source: ABS Census 2016

The older settlements of Seaford and Frankston have significantly higher proportions of medium density and high density dwellings than the other suburbs. A newer suburb, Carrum Downs, is relatively well represented in terms of Semi-detached housing with this accounting for 20.5% of its dwellings. At the other extreme, Langwarrin South and Skye are almost exclusively comprised of 'separate houses'.

The average household size in the Frankston City has decreased from 2.7 persons in 1996 to 2.5 persons in 2016. This is lower than the Greater Melbourne average of 2.7 persons in 2016.

Figure 18 shows the average household size in 2016 and 2011 for Frankston City Suburbs arranged by their distance from the Melbourne CBD. It shows that there is significant variation between suburbs, with 3.3 persons per dwelling in Langwarrin South and 2.2 persons per dwelling in Seaford.

Figure 18: Average Household Size, Frankston Suburbs (2016 and 2011)



Source: ABS Census 2016

These results show that the older, coastal parts of Frankston City have smaller average household sizes than the newer suburbs towards the urban fringe.

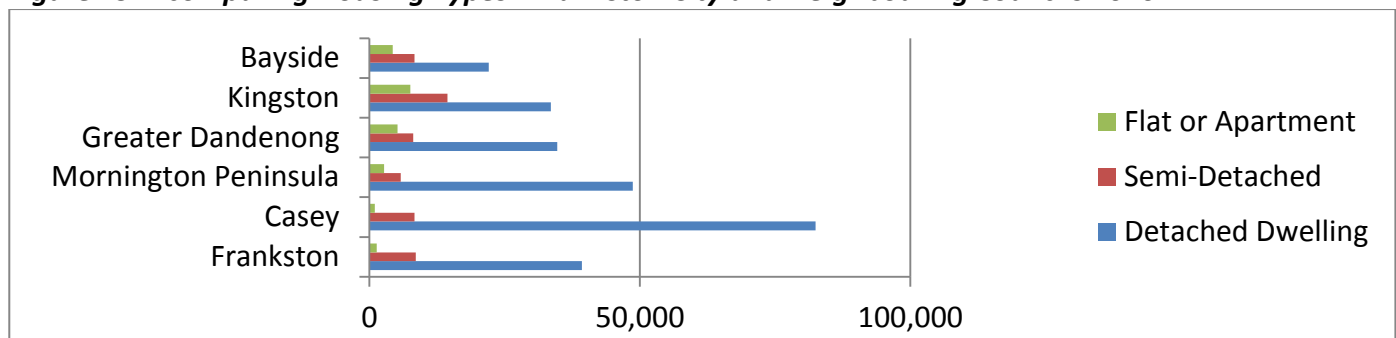
5.1.8 Comparison with other Municipalities

Frankston City shares with its surrounding municipalities, including Dandenong, Kingston and Mornington Peninsula, a predominance of ‘separate dwellings’.

The dwelling type proportions in Frankston are similar to those in Mornington Peninsula Shire.

Neighbouring municipalities to the north (Bayside, Kingston and Dandenong) have a significantly lower proportion of separate dwellings than Frankston, and a corresponding higher proportion of medium density and high density housing.

Figure 19A: comparing Housing Types: Frankston City and Neighbouring Councils 2016



Source: ABS Census 2016

Figure 19B: The Distribution (%) of Housing Types in Comparison to Neighbouring Councils

	Frankston	Casey	Mornington Peninsula	Greater Dandenong	Kingston	Bayside
<i>Flat or Apartment</i>	2.7%	1%	4.7%	10.7%	13.5%	12.2%
<i>Semi-detached/Townhouse</i>	17.2%	9%	10%	16.7%	25.7%	23.8%
<i>Detached Dwelling</i>	79.1%	89.5%	84.2%	71.5%	59.9%	63%

Source: ABS Census 2016

5.2 Population and Dwelling Forecast

This section presents population and household projections for the purposes of estimating dwelling requirements in Frankston City over the next 20 years (to 2036). Population projections form the basis of all strategic planning; however there are a number of sources of these projections, which can be used to form a picture of future demand for housing. The need for housing in the City will be determined by the number of new residents over the next 20 years, and by choices made by these and existing residents as to their housing requirements.

Population projections can be derived from a variety of methods. These can include 'Victoria in Future' (VIF) projections prepared by the Department of Planning and Community Development in 2016; and extrapolation of historical population growth between 1996 and 2016 based on ABS Census data. The population and dwelling forecasts prepared for Council by id consultants in December 2017 indicate that Frankston's population is expected to reach 157,073 in 2036. This represents an increase of 17,562 persons over twenty years, or an average of 878 people per year.

In 2016, the Estimated Resident population was 139,511. This was an increase of 9,161 since the 2011 Estimated Resident population. The Estimated Resident population is usually more than the Census count as it accounts for people who are not counted or are overseas on Census night.

The Estimated Resident population in 2018 is 141,704, giving an increase of 2,193 over the last 2 years. Council officers expect that Frankston will be growing slightly faster than forecast compared to the 878 per year figure.

Household size is likely to decline over this period from a forecast average of 2.48 persons per household in 2016 to 2.44 in 2036. This means that more dwellings would be required than what might be expected from the population increase alone.

Figure 20: Frankston City Forecast population, households and dwellings to 2036

Figure 28: Frankston City Forecast population, households and dwellings to 2036

Frankston City	Forecast year				
Summary	2016	2021	2026	2031	2036
Population	139,511	145,459	150,594	154,027	157,073
Change in population (5yrs)	--	5,948	5,134	3,433	3,046
Average annual change	--	0.84%	0.70%	0.45%	0.39%
Households	55,624	58,081	60,352	62,046	63,579
Average household size	2.48	2.48	2.47	2.45	2.44
Population in non private dwellings	1,368	1,518	1,597	1,737	1,857
Dwellings	57,649	60,078	62,476	64,386	66,189
Dwelling occupancy rate	96.49	96.68	96.60	96.37	96.06

Population and household forecasts, 2016 to 2036, prepared by id, the population experts, December 2017.

Figure 21: Frankston City Forecast household types to 2036

Frankston City	2016		2026		2036		Change between 2016 and 2036
Type	Number ↕	% ↕	Number ↕	% ↕	Number ↕	% ↕	Number ↕
Couple families with dependents	16,732	30.1	17,460	28.9	17,868	28.1	+1,136
Couples without dependents	14,075	25.3	15,713	26.0	16,657	26.2	+2,582
Group households	1,957	3.5	2,106	3.5	2,243	3.5	+286
Lone person households	14,335	25.8	15,923	26.4	17,194	27.0	+2,859
One parent family	7,169	12.9	7,696	12.8	8,091	12.7	+922
Other families	1,355	2.4	1,451	2.4	1,521	2.4	+166

Population and household forecasts, 2016 to 2036, prepared by id. the population experts, December 2017.

The greatest increase in households over the forecast period will be 'lone person households' with 2,859 new households. The next most numerous will be 'Couples without dependents' (an increase of 2,582). These two categories will also increase as a proportion of all households.

The number of new dwellings that will be needed to accommodate this growth will be 8,540 or an average of 427 new dwellings per year. (This is well within the current dwelling production rate experienced by Frankston City).

Most new development will take place in urban renewal areas, or existing built up areas, as there is little vacant residential zoned land available in Frankston City. Accordingly, it is likely that the housing type of new residential development will trend towards medium and high density dwellings.

Based on the housing types required to meet future population needs, and the expectation that the relative distribution across the three main housing types will align more closely with the Greater Melbourne pattern the likely numbers and types of new dwellings is forecast as follows:

Figure 22: Frankston City Dwellings required to meet forecast population growth to 2036

Housing Type	Proportion of new dwellings	Total Number of new dwellings by 2036	Annual number of new dwellings required to meet target
Separate dwellings	35%	2,989	150
Medium density	45%	3,843	192
High Density	20%	1,708	85
Total	100%	8,540	427

Note: these figures are presented 'net' of any existing dwellings lost through redevelopment of existing areas

The suburbs expected to accommodate most of the forecast population growth are, in order, Carrum Downs, Langwarrin/Langwarrin South, Frankston Central and Seaford. The slowest growth will occur in the middle suburbs of Karingal and Frankston North.

This shows that major residential development will occur in the central activity areas as well as the outer suburbs. However all suburbs are expected to accommodate some increase in population.

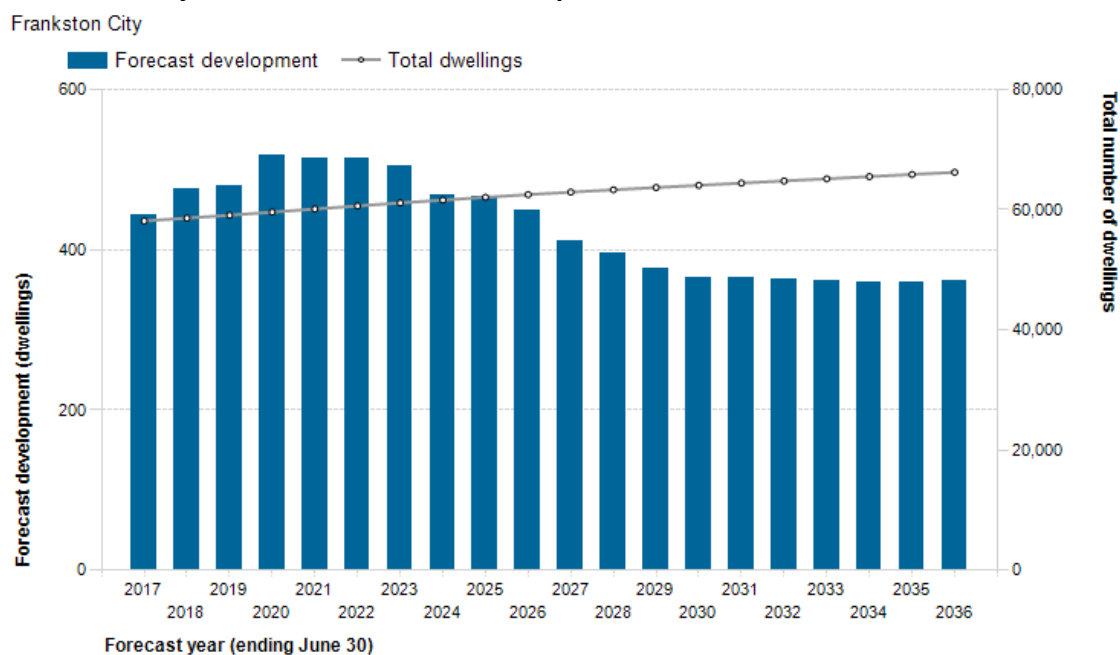
Figure 23: Frankston City Forecast population by suburb to 2036

Frankston City	Forecast year					Change between 2016 and 2036	
Area	2016 ♦	2021 ♦	2026 ♦	2031 ♦	2036 ♦	Total change ♦	Avg. annual % change ♦
Frankston City	139,511	145,459	150,594	154,027	157,073	+17,562	+0.59
Frankston (suburb)	37,434	38,848	40,094	41,333	42,646	+5,212	+0.65
Frankston Metropolitan Activity Centre	3,597	4,209	4,732	5,277	5,774	+2,177	+2.39
Frankston North Local Area	5,964	6,096	6,227	6,276	6,331	+367	+0.30
Frankston Central & Frankston Heights Local Area	23,582	24,744	25,885	27,032	28,207	+4,624	+0.90
Karingal Local Area	13,852	14,103	14,209	14,301	14,439	+588	+0.21
Carrum Downs, Skye & Sandhurst Local Area	35,148	37,332	38,989	39,799	40,460	+5,312	+0.71
Seaford Local Area	17,138	17,909	18,618	19,116	19,540	+2,402	+0.66
Langwarrin - Langwarrin South Local Area	24,792	25,918	27,018	27,518	27,868	+3,076	+0.59
Frankston South Local Area	19,035	19,356	19,648	19,986	20,228	+1,193	+0.30
Carrum Downs	21,535	23,551	25,085	25,943	26,621	+5,086	+1.07
Frankston Central	10,712	11,573	12,324	13,080	13,833	+3,121	+1.29
Frankston Heights	12,870	13,171	13,562	13,951	14,374	+1,504	+0.55
Frankston North	5,964	6,096	6,227	6,276	6,331	+367	+0.30
Frankston South	19,035	19,356	19,648	19,986	20,228	+1,193	+0.30
Karingal	13,852	14,103	14,209	14,301	14,439	+588	+0.21
Langwarrin - Langwarrin South	24,792	25,918	27,018	27,518	27,868	+3,076	+0.59
Sandhurst	5,183	5,177	5,086	5,038	5,020	-163	-0.16
Seaford	17,138	17,909	18,618	19,116	19,540	+2,402	+0.66
Skye	8,430	8,605	8,818	8,818	8,819	+389	+0.23

Population and household forecasts, 2016 to 2036, prepared by .id, the population experts, December 2017.

While it is convenient to talk about an average number of new dwellings that will be required each year, the growth projections show that this number will vary over the forecast period. The initial decade will have a higher production rate of dwellings, reflecting the take up of good development opportunities. The 2nd decade will see this production rate taper off, as development sites become more difficult to secure and the capacity of existing residential zoned land to absorb more development reaches a practical limit.

Figure 24: Frankston City Forecast residential development to 2036



Population and household forecasts, 2016 to 2036, prepared by .id the population experts, December 2017.



The suburbs that will accommodate the largest numbers of new dwellings over the forecast period are, in order, Carrum Downs, Langwarrin/Langwarrin South, Frankston Central and Seaford. The smallest number of new dwellings will occur in the middle suburbs of Karingal and Frankston North.

Figure 25: Frankston City Forecast change in dwellings by suburb to 2036

Area	Change in dwellings between 2016 and 2036	
	number ↕	% ↕
Frankston City	+8,540	+14.8
Frankston (suburb)	+2,519	+14.5
Frankston Metropolitan Activity Centre	+1,168	+52.0
Frankston North Local Area	+198	+7.7
Frankston Central & Frankston Heights Local Area	+2,313	+20.4
Karingal Local Area	+206	+3.4
Carrum Downs, Skye & Sandhurst Local Area	+2,586	+19.9
Seaford Local Area	+1,160	+14.3
Langwarrin - Langwarrin South Local Area	+1,406	+15.3
Frankston South Local Area	+671	+9.1
Carrum Downs	+2,088	+25.0
Frankston Central	+1,679	+28.8
Frankston Heights	+634	+11.5
Frankston North	+198	+7.7
Frankston South	+671	+9.1
Karingal	+206	+3.4
Langwarrin - Langwarrin South	+1,406	+15.3
Sandhurst	+42	+2.4
Seaford	+1,160	+14.3
Skye	+456	+16.0

Population and household forecasts, 2016 to 2036, prepared by .id, the population experts, December 2017.

5.3 Dwelling development trends

The estimate of new dwellings that are built each year in Frankston City is based on building approvals. Another measure is the number of dwellings approved in new planning permits. The second measure is less reliable for two reasons: not all new dwellings require a planning approval. In many cases, a separate dwelling can be constructed on a vacant residential zoned parcel of land without the need for a planning permit. Also, not all planning permits are constructed, or may experience a delay of a number of years before construction commences.

Council does issue planning permits for new subdivisions, which create vacant lots of residential zoned land. However, again this is unreliable, as the timing of development is not assured; people may obtain a planning permit and/or a subdivision permit and for various reasons, decide not to proceed with the development, or indeed take a number of years to complete the development. A building approval, which is normally issued just before construction commences, is by far the more reliable measure.

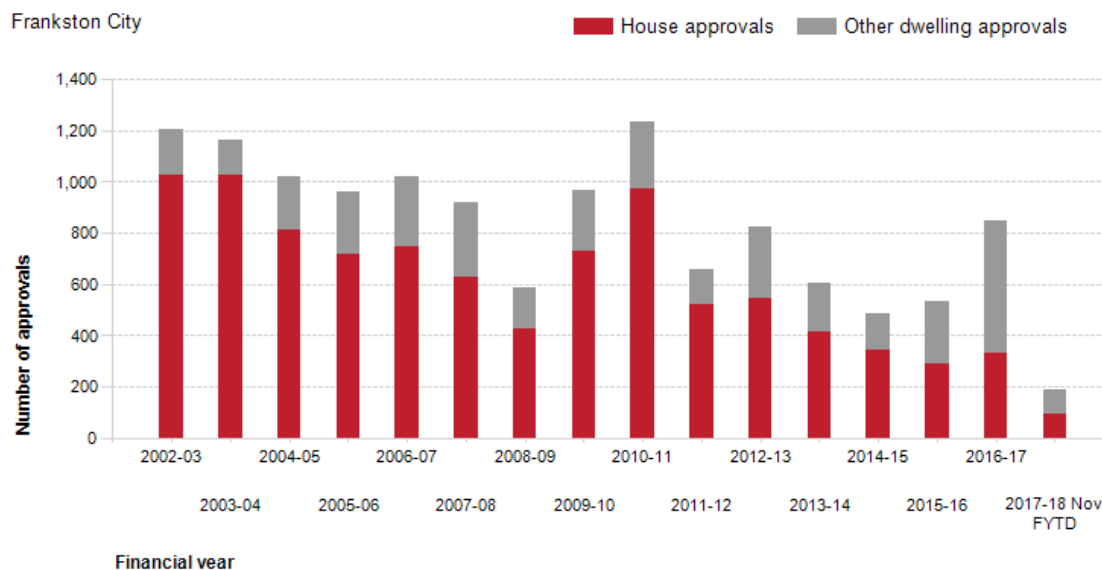
The table below illustrates the number of new dwellings with building approvals in Frankston City since 2002.

Figure 26: Frankston City residential building approvals from 2002 to 2018

Frankston City				Number			Annual change		
Year (ending June 30)	⚡	Houses ⚡	Other ⚡	Total ⚡	Houses ⚡	Other ⚡	Total ⚡	⚡	⚡
2017-18 Nov FYTD		94	92	186	--	--	--	--	--
2016-17		330	518	848	+41	+272	+313		
2015-16		289	246	535	-57	+106	+49		
2014-15		346	140	486	-68	-50	-118		
2013-14		414	190	604	-132	-89	-221		
2012-13		546	279	825	+22	+143	+165		
2011-12		524	136	660	-446	-130	-576		
2010-11		970	266	1,236	+243	+26	+269		
2009-10		727	240	967	+298	+83	+381		
2008-09		429	157	586	-200	-131	-331		
2007-08		629	288	917	-121	+20	-101		
2006-07		750	268	1,018	+34	+26	+60		
2005-06		716	242	958	-97	+32	-65		
2004-05		813	210	1,023	-215	+73	-142		
2003-04		1,028	137	1,165	+1	-42	-41		
2002-03		1,027	179	1,206	-55	+92	+37		

Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented in profile.id by [.id](#), the population experts

Figure 27: Frankston City residential building approvals from 2001 to 2016 Bar Graph



Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented by .id, the population experts.

.id the population experts

The majority of new dwellings approved over this period are separate houses, although this category has been declining in total numbers since 2010-11. The proportion of 'other dwellings' (townhouses, units and apartments) has averaged 32% in recent years. The development data which shows strong demand for detached dwellings has been strongly influenced and led by supply of broadhectare residential lots over the past 6 years.

In addition, large residential subdivisions in recent years may have artificially increased the dwelling consumption of detached houses as opposed to semi-detached and apartment dwellings. For example, 989 lots were subdivided in the Sandhurst Estate alone between 2009 and 2011.

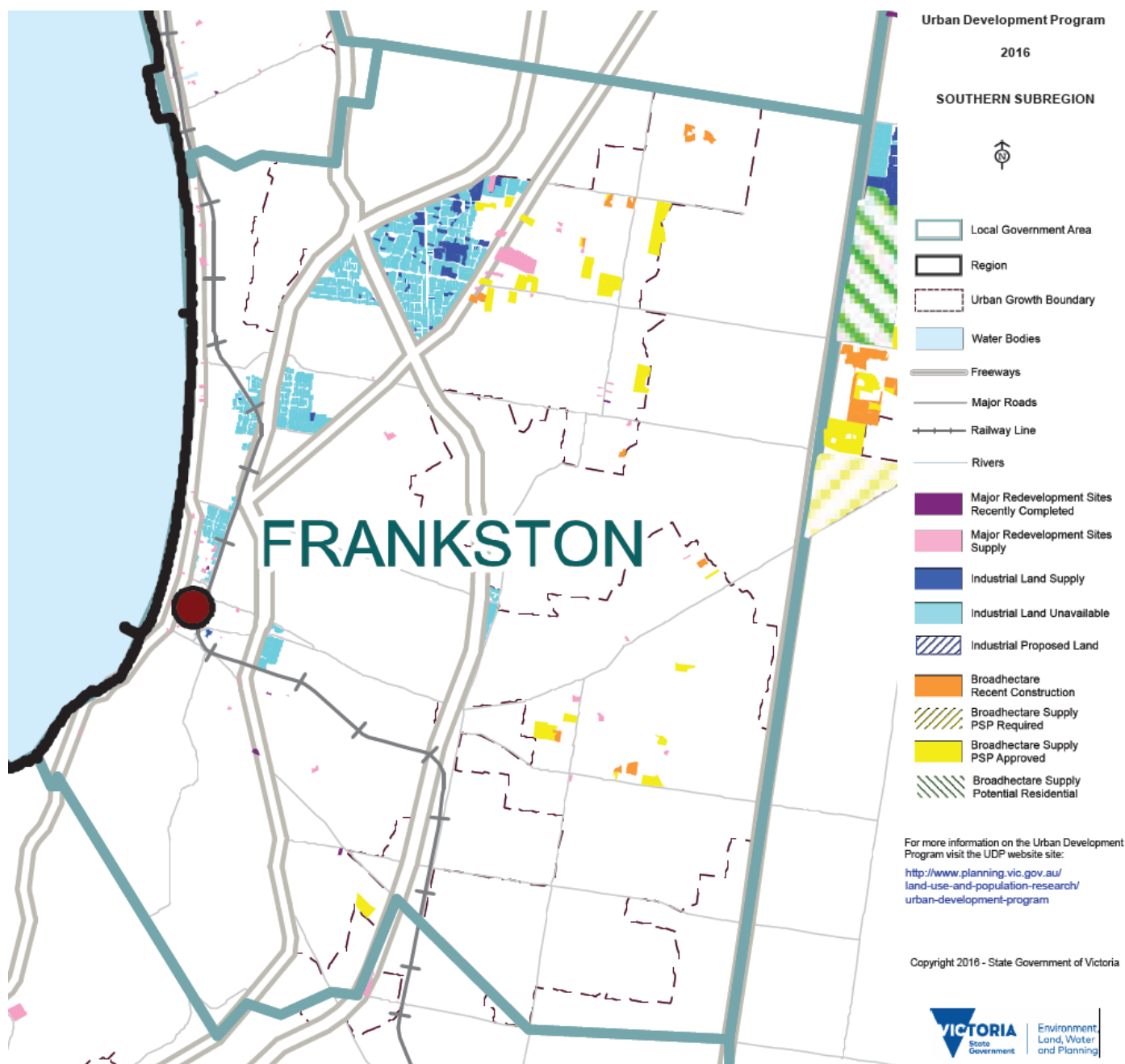
Given that the supply of broadhectare residential land in the municipality is almost exhausted, further growth in detached dwellings is not sustainable, and alternative dwelling types (i.e. semi-detached and apartments) will now constitute an increasing proportion of the new dwelling stock.

The peak year for new dwellings in Frankston City was 2010-11 when over 1,236 dwellings were approved. Since then, there has been an average of 622 new dwellings approved each year.

Note that when new dwellings are created in existing built up areas, this may involve the demolition of existing dwellings. A rule of thumb is that in Frankston City, for each 100 new dwellings created, there are at least 8 existing dwellings that are lost. So the results reported here are not 'net' increases of new dwellings.

According to the DEWLP (2015) Urban Development Program Report, Frankston City has 1,311 vacant residential lots that are 'development ready'. This is broadly consistent with availability in previous years. Recent trends have seen around 200 new residential lots being constructed each year, though as noted earlier, broadhectare land for residential development will be exhausted in the next few years. As shown in the map below, these broad hectare sites are scattered through the suburbs of Carrum Downs, Skye, Langwarrin and Langwarrin South.

Figure 28: Frankston City Broad Hectare Land Supply - Urban Development Program Report 2016:



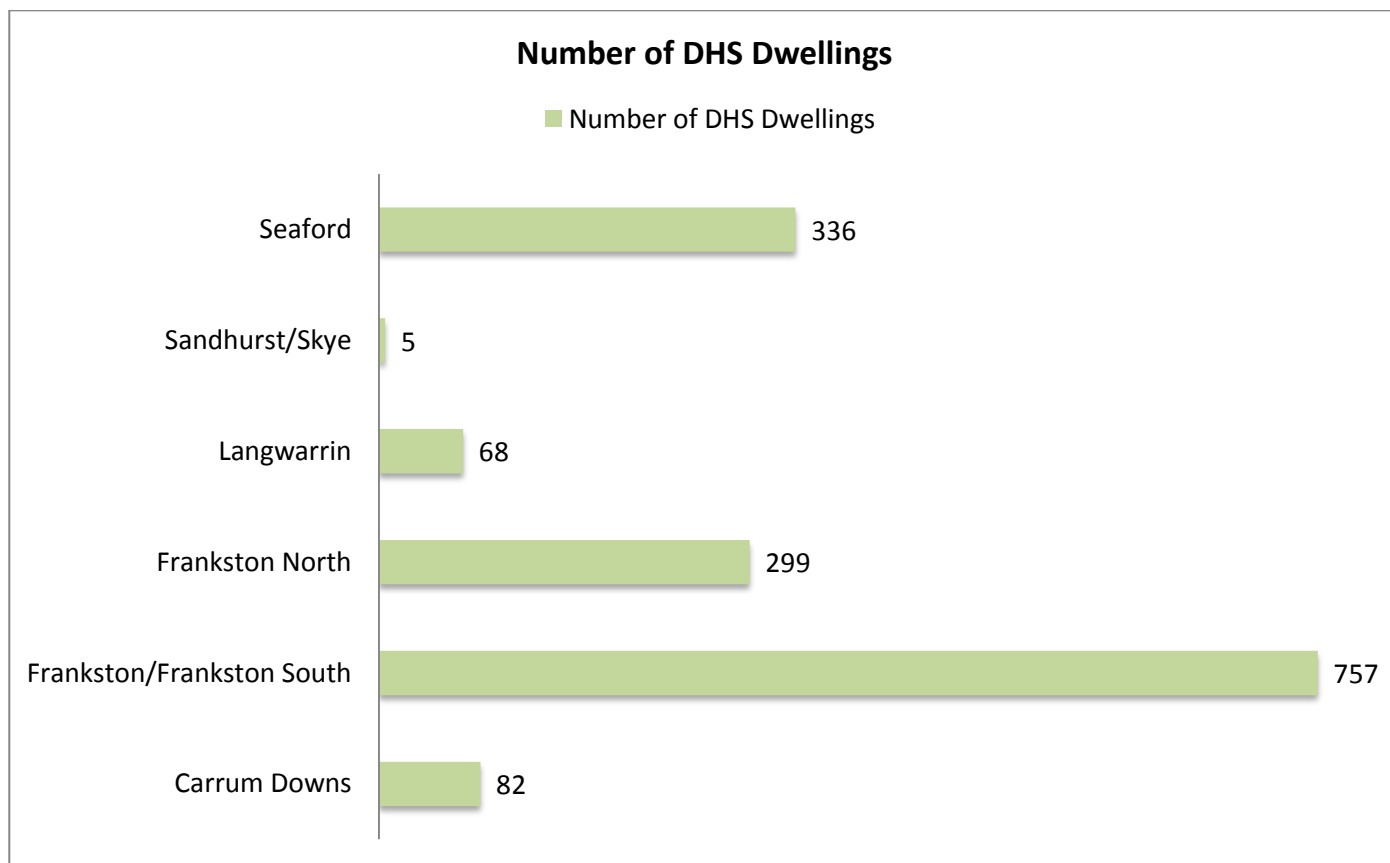
Source: DEWLP (2016) Urban Development Program Report

6.0 Public & Social Housing

In terms of housing need and affordability, the provision of public housing is an essential component of a city's housing stock. The amount and proportion of all housing that is publically owned by the State Government in Frankston City is small and does not meet the need for social housing. There are other forms of social housing providers which help to augment this supply of affordable housing.


Public housing is owned by the Department of Human Services and managed by the Office of Housing. The Frankston Office of Housing branch manages stock in the metropolitan south east, including stock in the Frankston, Kingston and Mornington Peninsula local government areas located in Aspendale, Bonbeach, Carrum, Chelsea, Crib Point, Edithvale, Frankston, Frankston North, Frankston South and Seaford.

In 2017, there were 1,547 properties registered on Council's rate base as being owned by the Department of Human Services (DHS) (Frankston City Council, 2017).



Social housing providers are registered under the Housing Act, Vic of 1983. Housing provision and performance is regulated by the Registrar of Housing Agencies, Victoria. Registered housing organisations are divided into Housing Associations and Housing Providers.

Housing Associations are expected to grow social housing by leveraging government funding and existing property portfolios. Housing associations must be companies limited by shares or guarantee.



Housing Providers manage properties owned by the Office of Housing and may also manage and/or own other properties. Housing providers can be companies limited by shares or guarantee, incorporated associations or co-operatives.

Based on data available from the Housing Registrar there are currently a total of 362 social housing properties in the City, providing for 477 separate tenancies at capacity.

Of these properties:

- 257 are managed for long term housing and
- 103 by Transitional Housing Managers (THM).
- Common Equity Housing Limited owns 69 properties, of which the distribution between long term and THM is unknown.

The majority of social housing is in the form of 1, 2 and 3 bedroom dwelling types.

It is Frankston City Council policy to grow the number of public and social housing dwellings within all suburbs, in order to meet community need.

7.0 Alternative Housing Forms

There are some population groups whose housing needs are not likely to be met in an adequate and appropriate manner in the private rental and mortgage housing market. This includes groups such as the elderly, people with a disability, youth and other people with special needs. These groups may be housed in alternative dwelling types such as retirement homes, nursing homes or assisted living units. Increased availability of suitable housing options in all suburbs is an important objective of this housing strategy.

7.1 Rooming Houses

Data from Council and anecdotal evidence indicates that there has recently been a significant increase in the number of registered and unregistered rooming houses in Frankston. There are 38 registered rooming houses within the Frankston municipality, with potentially double that number operating as unregistered rooming houses (Consumer Affairs Victoria, 2016).

The City's rooming house stock provides longer term, transitional and emergency accommodation, usually for single males, but increasingly for single women and for families. The quality of rooming house stock in the municipality varies widely and this can be a concern.

Consultation with local housing providers and Council indicates that rooming houses are not 'affordable' housing options in the current market, with rents comparable with those of lower-quality flats throughout the municipality.

It is Frankston City Council policy that all rooming houses in the City are operated by appropriately registered management and are maintained to a high standard for the benefit of the occupants and to protect the amenity of nearby residents.

7.2 Nursing Homes

Nursing homes are licensed by the State Government. Beds and care packages in the system are allocated on the basis of 113 beds per 1,000 persons aged 70 years and over.

There are currently a total of 1,164 beds in the municipality, of the low and high care variety, provided in 16 facilities across Frankston City (Aged Care Guide, 2016).

As the aged population increases over time, it is expected that demand for Nursing Homes will continue to grow. In 2026 there will be 17,636 persons aged 70 years and over in Frankston City. That will require at least 1,970 nursing home beds, which is more than double the current supply.

In 2036 there will be 20,555 persons aged 70 years and over in Frankston City. That will require at least 2,286 nursing home beds.

According to these forecasts, Frankston City will require approximately 70 new nursing home beds every year until 2036.

Figure 29: Frankston City Forecast age structure, service groups to 2036

Frankston City - Total persons	2016		2026		2036		Change between 2016 and 2036
Age group (years)	Number	%	Number	%	Number	%	Number
Babies and pre-schoolers (0 to 4)	9,709	7.0	10,075	6.7	10,215	6.5	+506
Primary schoolers (5 to 11)	12,100	8.7	13,274	8.8	13,408	8.5	+1,308
Secondary schoolers (12 to 17)	9,579	6.9	10,862	7.2	11,232	7.2	+1,653
Tertiary education and independence (18 to 24)	12,719	9.1	13,070	8.7	13,836	8.8	+1,117
Young workforce (25 to 34)	19,904	14.3	20,527	13.6	20,903	13.3	+999
Parents and homebuilders (35 to 49)	29,101	20.9	30,604	20.3	31,484	20.0	+2,383
Older workers and pre-retirees (50 to 59)	18,207	13.1	18,744	12.4	19,129	12.2	+922
Empty nesters and retirees (60 to 69)	14,191	10.2	15,803	10.5	16,311	10.4	+2,120
Seniors (70 to 84)	11,264	8.1	14,699	9.8	16,765	10.7	+5,501
Elderly aged (85 and over)	2,737	2.0	2,937	2.0	3,790	2.4	+1,053
Total persons	139,511	100.0	150,594	100.0	157,073	100.0	+17,562

Population and household forecasts, 2016 to 2036, prepared by id, the population experts, December 2017.

7.3 Retirement Villages

A total of 1,128 retirement village units are located in Frankston City. These are usually contained within complexes of 10 units or more, located in suburban areas.

Zone	Unit or complex	Number
R1Z - GENERAL RESIDENTIAL ZONE	Retirement Village Unit	1,128
R1Z - GENERAL RESIDENTIAL ZONE	Retirement Village Complex	160
B2Z - COMMERCIAL 1 ZONE	Retirement Village Complex	1

Retirement villages consist of two types, namely those that offer:

- Affordable rental into retirement
- Accommodation for purchase.

It is very likely that retirement village complexes of many different sizes will be needed in future to accommodate the growing demand for this sort of lifestyle choice.

7.4 Community Residential Units (Group Homes)

Community Residential Units are provided under the Medical Health and Disabled Services Persons Act 1991.

It is understood that there is some accommodation of this variety located in Frankston City; however data relating to the proportion and location was not available.

7.5 Supported Residential Services

Supported Residential Services (SRSs) offer accommodation to those requiring support with personal care services such as bathing and feeding. SRSs' generally cater for people with less severe levels of disability. They are privately operated and are for profit.

SRSs are registered accommodation under the Public Health and Wellbeing Regulations and governed by Supported Residential Services (Private Properties) Act 2010.

There are 97 SRS beds registered in the municipality, all of which are located in the suburb of Frankston. There are three complexes in this category, a listed below;

- Acacia Place Supported Residential Service (18 Netherplace Dr, Frankston) – 22 beds
- Eliza Lodge (347-349 Nepean Highway, Frankston South) – 30 beds
- Angus Martin House (382-384 Nepean Highway, Frankston) – 45 beds (will be operational by March 2017)

7.6 Student Housing

This is purpose built housing designed for use by students, typically university students. It is normally found in medium and high density complexes, located close to public transport or adjacent to a university campus.

Student housing can be provided by educational bodies directly, or through private sector developments.

While there are few formal student housing developments in Frankston at present, it is expected that this will become a particular need as the student population of the City grows.

This is illustrated by the fact that Monash University's Peninsula campus caters for approximately 3,500 students (Monash University, 2016), while Chisholm Frankston will have 13,500 (Chisholm Tafe, 2016).

8.0 Local Property Market and Housing Affordability

This section provides an analysis of the residential property market in the Frankston LGA, and considers the likely prospects for new housing supply and the implications for housing affordability.

8.1 Median House Price

The table below represents the median house price achieved across all suburbs in Frankston City over the past 12 months (December 2016 to December 2017).

Figure 30: Frankston City Median house price by suburb December 2017

Suburb	Dec-16 Median	Dec-17 Median	Quarterly Change
CARRUM DOWNS	\$474,500	\$583,000	7.9%
FRANKSTON	\$515,000	\$650,000	4.8%
FRANKSTON NORTH	\$415,600	\$498,000	1.3%
FRANKSTON SOUTH	\$755,000	\$848,000	3.2%
LANGWARRIN	\$591,000	\$671,000	11.8%
LANGWARRIN SOUTH	NA	NA	NA
SANDHURST	\$760,000	\$795,000	14.4%
SEAFORD	\$648,000	\$720,000	1.7%
SKYE	\$514,000	\$615,000	-5.4%

Source: Real Estate Institute of Victoria, 2017.

Sandhurst and Frankston South have the most expensive median house price (setting aside the Langwarrin South figure that is not directly comparable: it possibly reflects a lack of sales data and may also be a result of the very large lot sizes in that suburb).

The least expensive houses are located in Frankston North. Carrum Downs, Frankston, and Langwarrin have median prices that suggest these are very affordable suburbs overall.

The Melbourne Metropolitan median house price is \$821,000. Note that Frankston South is the only suburbs to have house price medians that are above this figure (REIV, 2017).

8.2 Median Unit/Apartment Price

The table below shows the median sales price for residential units/apartments in all suburbs of the municipality over the past 12 months (December 2016 to December 2017).

Figure 31: Frankston City Median unit/apartment price by suburb December 2017

Suburb	Dec-16 Median	Dec-17 Median	Quarterly Change
CARRUM DOWNS	\$340,000	\$451,000	7.4%
FRANKSTON	\$360,000	\$435,000	7.1%
FRANKSTON NORTH	NA	NA	NA
FRANKSTON SOUTH	NA	\$660,000	22.2%
LANGWARRIN	\$357,000	\$440,000	-2.8%
LANGWARRIN SOUTH	NA	NA	NA
SANDHURST	NA	NA	NA
SEAFORD	\$430,000	\$473,000	-4.6%
SKYE	NA	NA	NA

Source: Real Estate Institute of Victoria, 2017.

Frankston South has the most expensive median unit/apartment price. Note that Frankston North, Langwarrin South, Sandhurst and Skye appear to have few if any unit sales.

All other suburbs have median unit/apartment prices that indicate these are very affordable for medium and high density dwellings.

The Melbourne Metropolitan median apartment price is \$595,000 (REIV, 2017). Note that all Frankston suburbs have unit/apartment price medians that are well below this figure, except Frankston South.

8.3 Private Rental Costs

The table below shows the median weekly rent for houses in all suburbs of the municipality over the past 12 months (December 2016 to December 2017).

Figure 32: Frankston City Median weekly house rent by suburb December 2017

Suburb	Dec-16 Median Rent	Dec-17 Median Rent
CARRUM DOWNS	\$360	\$380
FRANKSTON	\$350	\$371
FRANKSTON NORTH	\$290	\$305
FRANKSTON SOUTH	\$435	\$450
LANGWARRIN	\$380	\$400
LANGWARRIN SOUTH	NA	NA

SANDHURST	\$480	NA
SEAFORD	\$356	\$395
SKYE	\$378	\$420

Source: Real Estate Institute of Victoria, 2017.

Frankston South has the most expensive house rentals. The cheapest house rentals are in Frankston North at \$305 per week (although there are not very many available in that suburb). Note that Langwarrin South appears to have no available rental housing stock. All other suburbs have median rentals in the range of \$370 to \$420 per week.

The Melbourne Metropolitan median house weekly rental is \$430. Note that all Frankston suburbs, apart from Frankston South have house rental medians that are well below this figure.

Figure 33: Frankston City Median weekly unit/apartment rent by suburb December 2017

Suburb	Dec-16 Median Rent	Dec-17 Median Rent
CARRUM DOWNS	\$355	\$360
FRANKSTON	\$285	\$290
FRANKSTON NORTH	NA	NA
FRANKSTON SOUTH	\$365	\$370
LANGWARRIN	\$328	\$325
LANGWARRIN SOUTH	NA	NA
SANDHURST	NA	NA
SEAFORD	\$310	\$360
SKYE	\$354	NA

Source: Real Estate Institute of Victoria, 2017.

Frankston South has the most expensive median apartment/unit rentals. Frankston North, Sandhurst, Langwarrin South and Skye appear to have no available unit rental stock. The cheapest apartment/unit rentals are in Frankston at \$290 per week. All other suburbs have median rentals in the range of \$325 to \$360 per week.

The Melbourne Metropolitan median apartment weekly rental was \$410 for December 2017.

The table below compares the rental vacancy rates of the region that Frankston is in (please see highlighted) with the region averages in the last half of 2016. The average rental vacancy rate with the outer region (excluding Mornington Peninsula) has remained mostly 1.7% in the last half of 2017. This is lower than the totals for the Inner total, Middle and Mornington Peninsula regions.

Figure 34: Melbourne metropolitan regions rental vacancy rates 2017

	Jul	Aug	Sep	Oct	Nov	Dec
MELBOURNE METROPOLITAN	2017	2017	2017	2017	2017	2017
INNER TOTAL	1.9	1.9	1.9	1.9	2.0	2.0
INNER (0-4KM)	2.1	2.0	2.0	2.2	2.1	2.1
INNER (4-10KM)	1.9	1.9	1.9	1.9	1.9	1.9
MIDDLE (10-20KM)	3.0	3.0	3.1	3.0	3.0	3.1
OUTER TOTAL	1.8	1.7	1.7	1.7	1.7	1.7
OUTER (20+KM EXC. MORNINGTON PENINSULA)	1.7	1.6	1.6	1.7	1.6	1.6
OUTER (MORNINGTON PENINSULA)	2.2	2.3	2.4	2.2	1.8	1.9
MELBOURNE TOTAL	2.2	2.1	2.1	2.1	2.2	2.2

Source: Real Estate Institute of Victoria, 2017. Note: Frankston is included in the "outer" region.

In summary, Frankston City has rentals that are affordable when compared to the rental medians for Greater Melbourne. The level of rental vacancy rates indicates that there continues to be reasonably good availability of affordable houses, units and apartments available for rent in Frankston City. However current trends for increasing house prices and increasing rentals can result in housing stress being experienced by greater numbers of the City's households.

In 2006 approximately one quarter of all dwellings was private rentals. Furthermore between 1996 and 2011 there was a decrease of 8% in the proportion of fully owned houses, and a corresponding increase in the proportion of houses being purchased and rented. Considering this trend, and given the well-documented overall decrease in housing affordability in Melbourne (based on housing costs as a proportion of household income) and the associated strong demand for rental properties, it is projected that there will be demand for at least 33% of all dwellings to be available for private rental; and at least 66% of all apartments to be available for private rental. An allowance should be made for at least 3% of all privately rented dwellings to be vacant at any given time.

8.4 Housing stress

Housing Stress is defined as households in the lowest 40% of incomes who are paying more than 30% of their usual gross weekly income on housing costs.

Housing affordability is a significant issue if mortgage and rent payments rapidly increase as a share of income. While stress can be highly dependent on individual circumstances, using Census data to analyse this provides a good overview of the problems, and highlights any areas in the Frankston City where households may be having problems meeting their commitments.

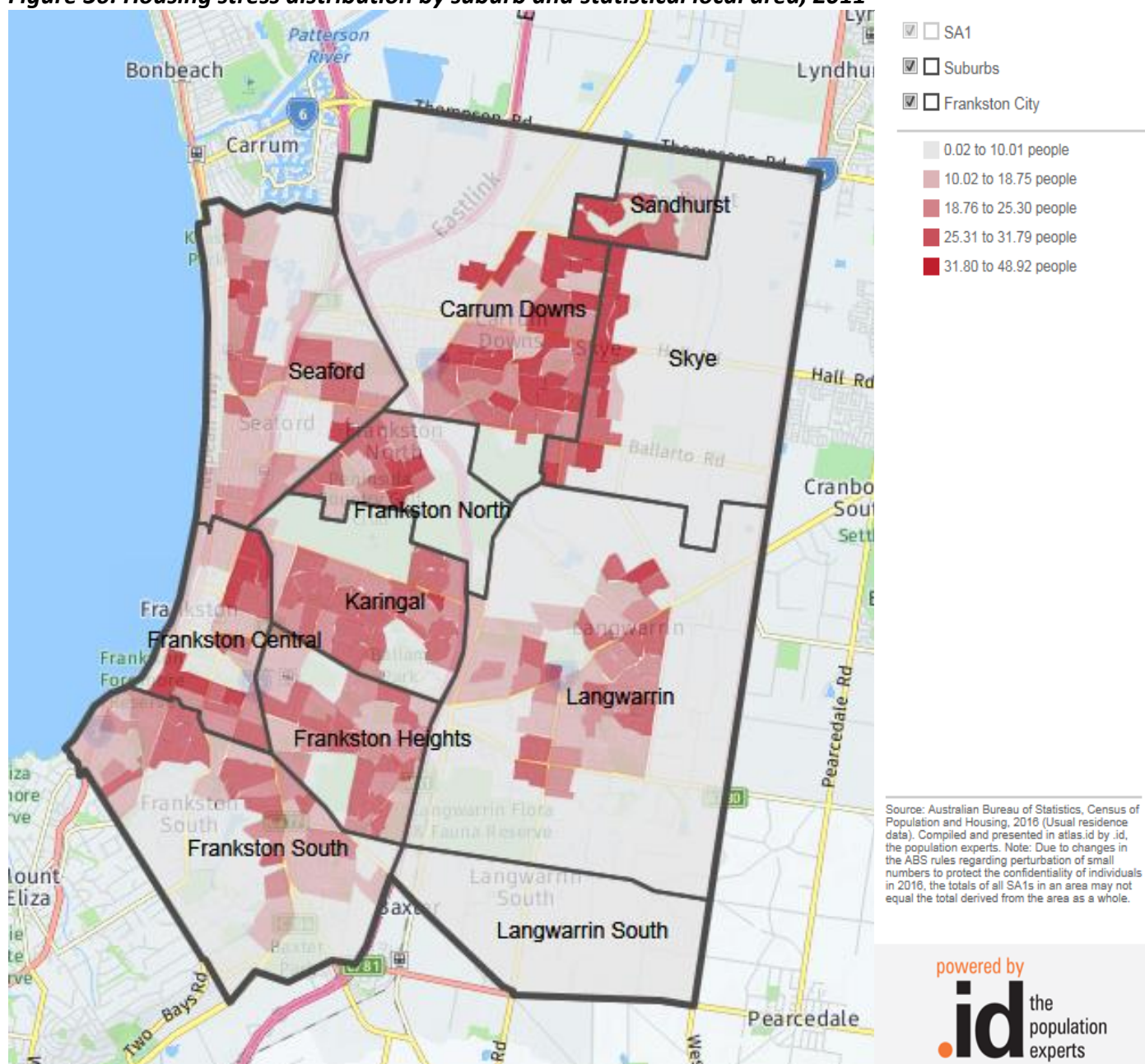
Figure 35: Housing stress, 2016

Frankston City - Enumerated

Area	Number	Total households	Percent %
Carrum Downs	1,078	7,797	13.8
Frankston Central	1,079	5,064	21.3
Frankston Heights	664	5,044	13.2
Frankston North	444	2,372	18.7
Frankston South	490	6,784	7.2
Karingal	770	5,539	13.9
Langwarrin	834	8,238	10.1
Langwarrin South	13	377	3.4
Sandhurst	97	1,628	6.0
Seaford	869	7,229	12.0
Skye	251	2,659	9.4
Frankston City	6,754	52,700	12.8
Greater Melbourne	195,262	1,664,540	11.7
Interface Councils	62,977	508,545	12.4
Victoria	255,657	2,242,283	11.4
Australia	1,014,220	8,861,619	11.4

Source: Australian Bureau of Statistics, [Census of Population and Housing 2016](#). Compiled and presented in atlas.id by [.id](#), the population experts.

Figure 36: Housing stress distribution by suburb and statistical local area, 2011



9.0 Vision for Housing Provision in Frankston City



Kananook Creek and the Port Phillip Bay Foreshore

The preceding chapters have established that the City is expected to require an additional 8,540 dwellings over the next 20 years (or 427 new dwellings per year until 2036). It is anticipated that:

- Frankston City's attraction as one of the cheapest locations for housing in metropolitan Melbourne will continue to grow, placing pressures on affordability.
- The largest components of household growth in Frankston City will be in 'couples without dependents' and 'lone person' households.
- The municipality will experience an increase in the proportion of residents aged 65 years and over.
- A large component of new dwellings will be continue to be detached houses (35%) however the growing proportions of medium density (45%) and high density (20%) housing will present a significant change from traditional development patterns.
- At least one third of new dwellings should be available for private rental.

Key challenges associated with accommodating the municipality's forecast housing growth and change include:

- Limited supply of land available for greenfield residential development;
- Areas of relative socio-economic disadvantage in several suburbs;
- Growing demand for public and social housing;
- Provision and capacity of physical and community infrastructure
- Protection of areas with significant environmental and neighbourhood character values; and
- Promoting environmentally sustainable development and responding to the projected impacts of climate change.

This Frankston Housing Strategy contains a vision, directions, objectives and actions in order to address the key challenges listed above and respond to the growing and changing demographic profile described in the preceding sections.

9.1 Key Themes

In order to achieve this Vision, the Housing Strategy contains a series of objectives and actions grouped under the following themes:

Location & Capacity – identifies appropriate locations for accommodating housing growth and contains analysis regarding residential land supply and development potential to ensure the municipality can physically accommodate the anticipated growth. In particular future development is directed to those locations well serviced by existing physical and community infrastructure.

Diversity & Specialised Housing – provides direction regarding the mix of housing types required to accommodate the City's growing and changing population. It also addresses the needs of population groups with special housing needs, such as the elderly and lone person households.

Affordability – contains directions to address the affordability of housing, as well as the supply and quality of public and social housing.

Design & Sustainability – provides directions to improve the design, quality and environmental performance of new and existing dwellings in the City (e.g. through alterations, redevelopments and initiatives to encourage environmentally sustainable design (ESD)).

This Housing Strategy provides a framework for housing growth and provides guidance to inform both strategic and day-to-day decision making within Frankston City.



Protea St, Carrum Downs

10.0 Location and Capacity

The preceding chapters have established that the City is expected to require an additional 8,540 dwellings over the next 20 years (or 427 new dwellings per year until 2036). It is anticipated that:

- Frankston City's attraction as one of the cheapest locations for housing in metropolitan Melbourne will continue to grow, placing pressures on affordability.
- The largest components of household growth in Frankston City will be in 'couples without dependents' and 'lone person' households.
- The municipality will experience an increase in the proportion of residents aged 65 years and over.

A large component of new dwellings will continue to be detached houses (35%) however the growing proportions of medium density (45%) and high density (20%) housing will help to diversify the housing stock across all suburbs in Frankston City.

The supply of broad hectare residential land in the municipality is almost exhausted. As such the majority of housing growth in the municipality will be provided through infill housing. This chapter provides direction regarding the appropriate location of future housing growth, to ensure that growth is directed to those areas with the greatest capacity for change, while those areas with particular neighbourhood character, heritage and environmental values are protected from inappropriate development. It ultimately seeks to ensure that the right types of houses are provided in the right locations.

The population forecasts used in this analysis have also included a calculation of housing capacity in selected areas of the municipality. This analysis seeks to ensure that the City has appropriate land supply to accommodate the anticipated growth, if developed to its maximum potential. While the overall assessment is that current zoned land will be able to accommodate the forecast growth, there is scope for strategic re-assessment of key sites and areas, to deliver better housing outcomes.

The Capacity Study that was conducted in 2010 had recommendations that are now superseded by the analysis in this chapter. The earlier capacity study has informed this Housing Strategy, together with Frankston City Council's more than 2 years' recent experience of using the General Residential Zone.

It is important that the key elements of this chapter are incorporated in the Frankston Planning Scheme to drive the implementation of this Strategy and provide direction to the community and development industry of where future housing growth and change is likely to occur.

10.1 Housing Change Areas

This chapter presents the Housing Framework Plan for the City of Frankston. The Housing Framework Plan, presented at Figure 37, delineates the housing change areas into four broad categories. (Refer to Identifying Potential for Housing Growth in Frankston Study, Planisphere, 2010 for more information on this planning approach).

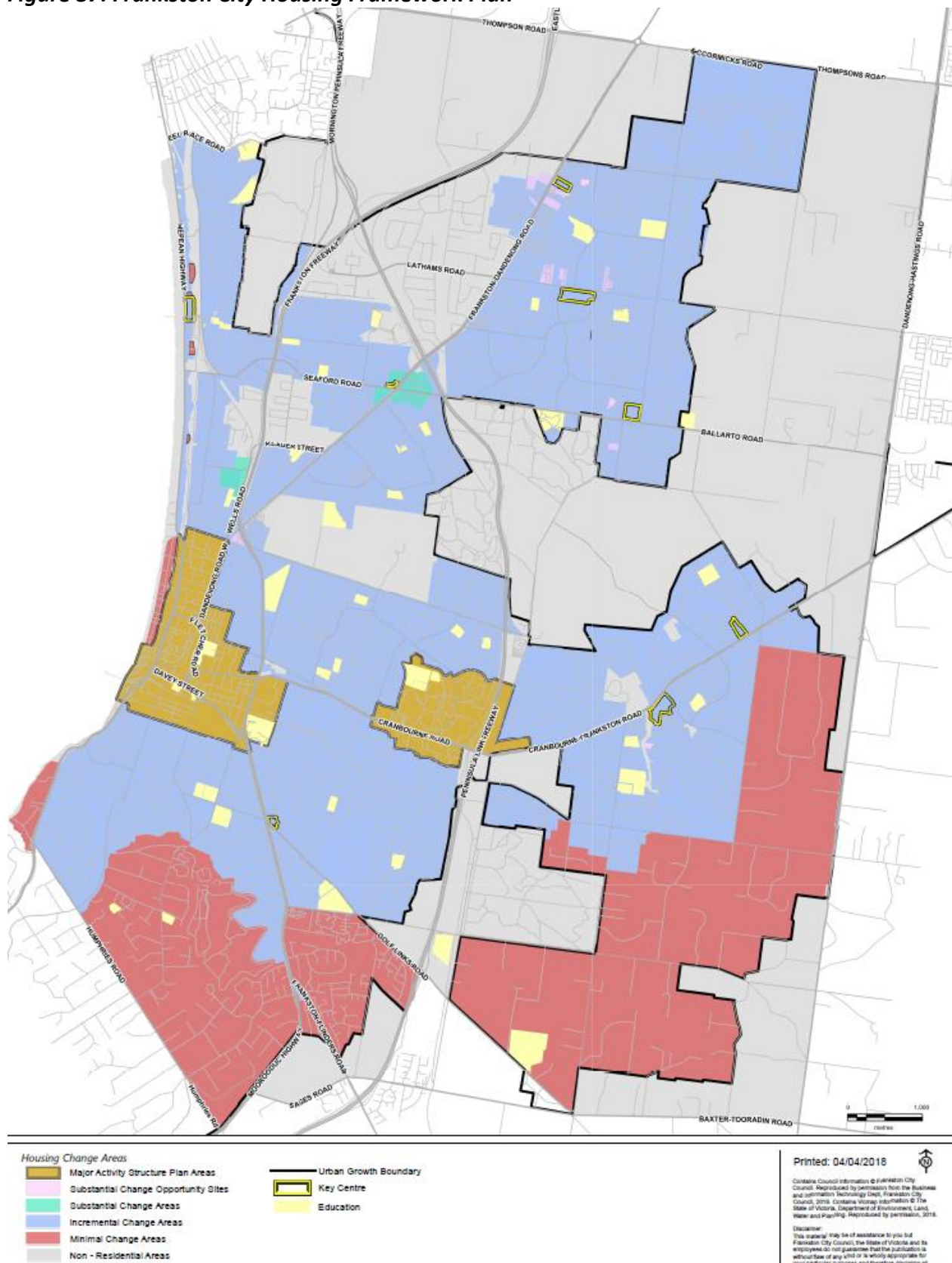
The broad housing change areas include:

- **Activity Structure Plan Areas** include Frankston Metropolitan Activity Centre and the Karingal Major Activity Area. Future housing in these areas should be located and of a scale and form consistent with the adopted Structure Plans for each Activity Area.
- **Substantial Change Areas** (including key opportunity sites) provide for housing growth by a mix of housing types that predominantly includes
- **Incremental Change Areas** allow for a variety of housing types including some medium density housing provided they respect the character of the neighbourhood. There are two sub-categories of incremental change areas identified, namely:
- **Minimal Change Areas** enable specific characteristics of the neighbourhood to be protected through greater control over new housing development.

The Housing Framework Plan directs growth to those areas with the greatest capacity for change as well as those locations which provide the highest levels of residential amenity in terms of access to servicing, transport and community infrastructure.

The findings of the capacity analysis indicate that there is adequate land supply within the Frankston Metropolitan Activity Centre, Karingal Activity Centre, Substantial Change Areas and Incremental Change Area to accommodate the City's forecast population growth. The additional focus on selected 'Opportunity Sites' provides additional potential for medium and higher density residential developments in future.

Figure 37: Frankston City Housing Framework Plan

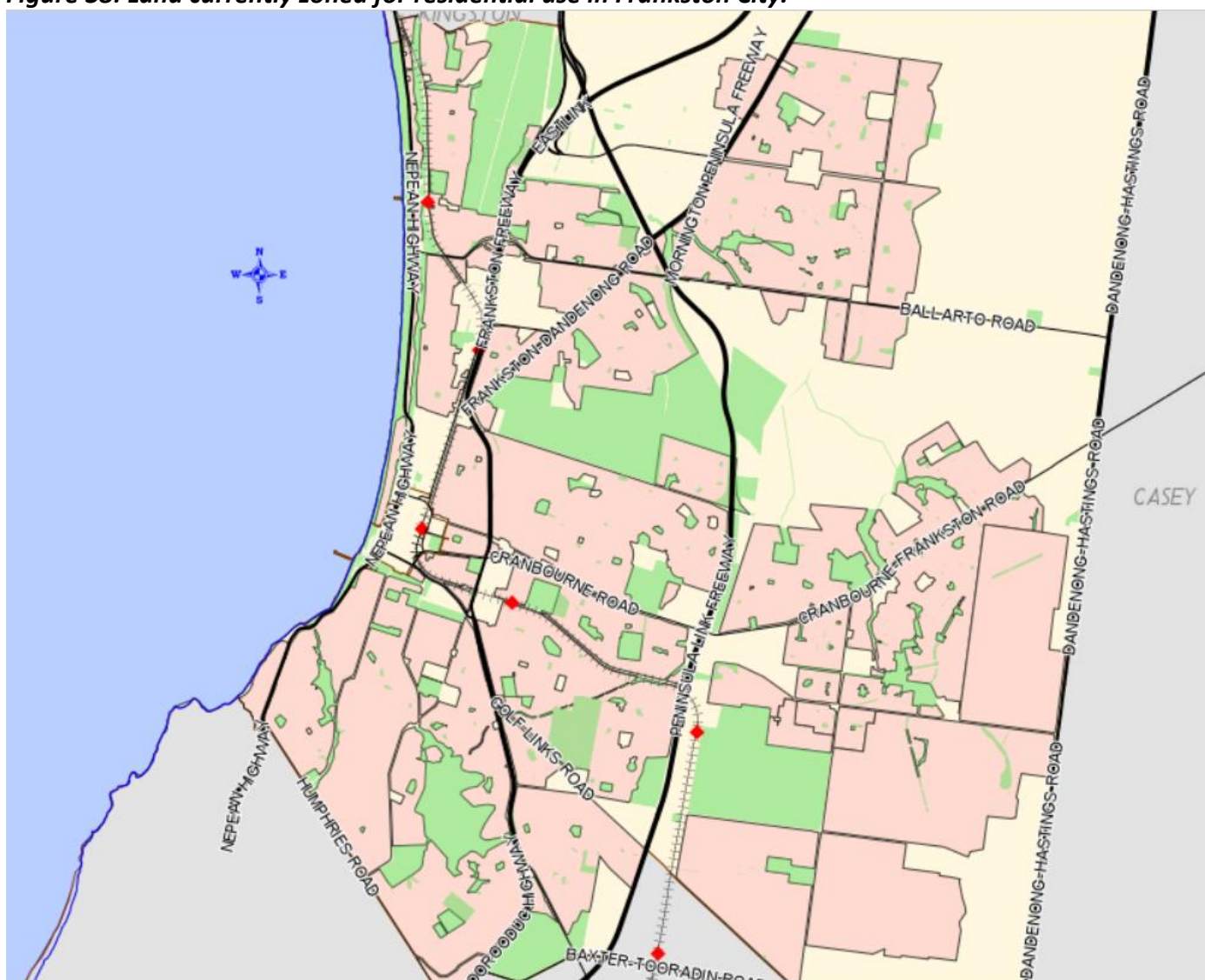


10.2 Residential Zones

The Frankston Planning Scheme (FPS) currently includes the following residential zones:

- Low density residential zone (1,256.48ha) (9.7%)
- General residential zone (4,781.63ha) (36.9%)
- Mixed use zone (1.39ha) (0.0%)


Figure 38: Land currently zoned for residential use in Frankston City.



Residential zones in Frankston City (shown coloured pink)

In addition the following Frankston Planning Scheme zones also allow land to be developed for residential purposes:

- Commercial 1 zone (allows for residential use above ground floor level in mixed use developments) (139.9ha) (1.1%)
- Comprehensive Development Zone (for the Sandhurst integrated development area) (312.68ha) (2.4%)



The Victorian Planning Provisions allow for alternative zones to be used for residential development land. The three zones that are under consideration for future inclusion within the FPS are:

- Neighbourhood residential zone
- Residential growth zone
- Mixed Use Zone

Our analysis has shown that the General Residential Zone, which applies to most residential land in Frankston City, has sufficient capacity to accommodate incremental growth in new dwellings that can match forecast growth in housing, suburb by suburb.

Table 1 on Page 14 shows the results on numbers of new dwelling approved each month since July 2014 on land zoned general residential.

However, there is scope for some strategic adjustment to the residential zones. A more restrictive residential zoning could be considered for application to some locations where additional growth is not desirable. These locations can have particular constraints that limit their development potential. Such a zoning could redirect development interest to residential land with more potential for increased dwelling yields.

On the other hand, there are key sites and residential areas, which could safely accommodate medium and high density residential development. These opportunity sites could be rezoned to the Residential Growth Zone or in some cases the Mixed Use Zone, so as to redirect development interest to these locations.

10.3 Overlays

Figure 39: Design and Development Overlays within the Frankston Planning Scheme that affect Residential zoned land

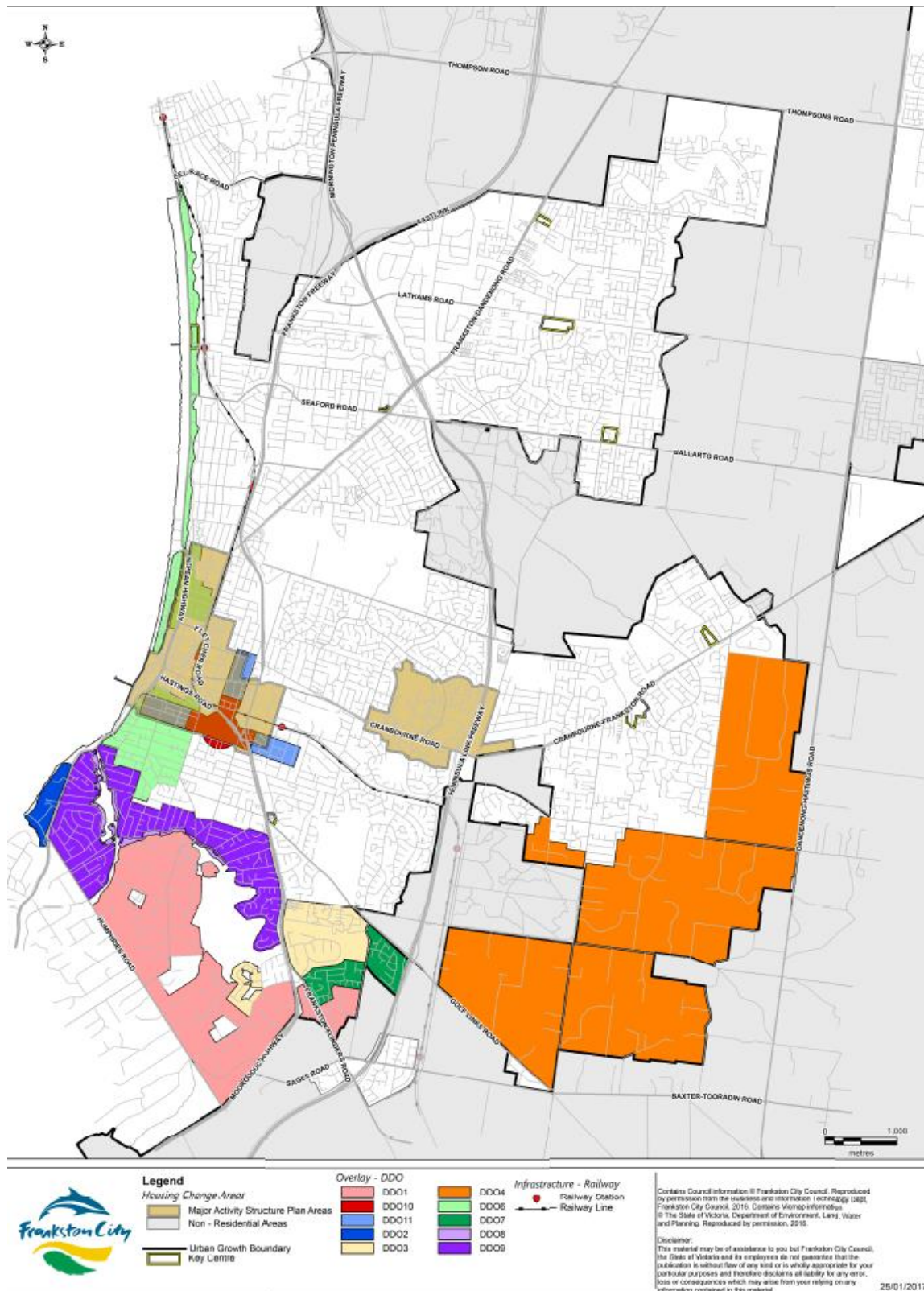
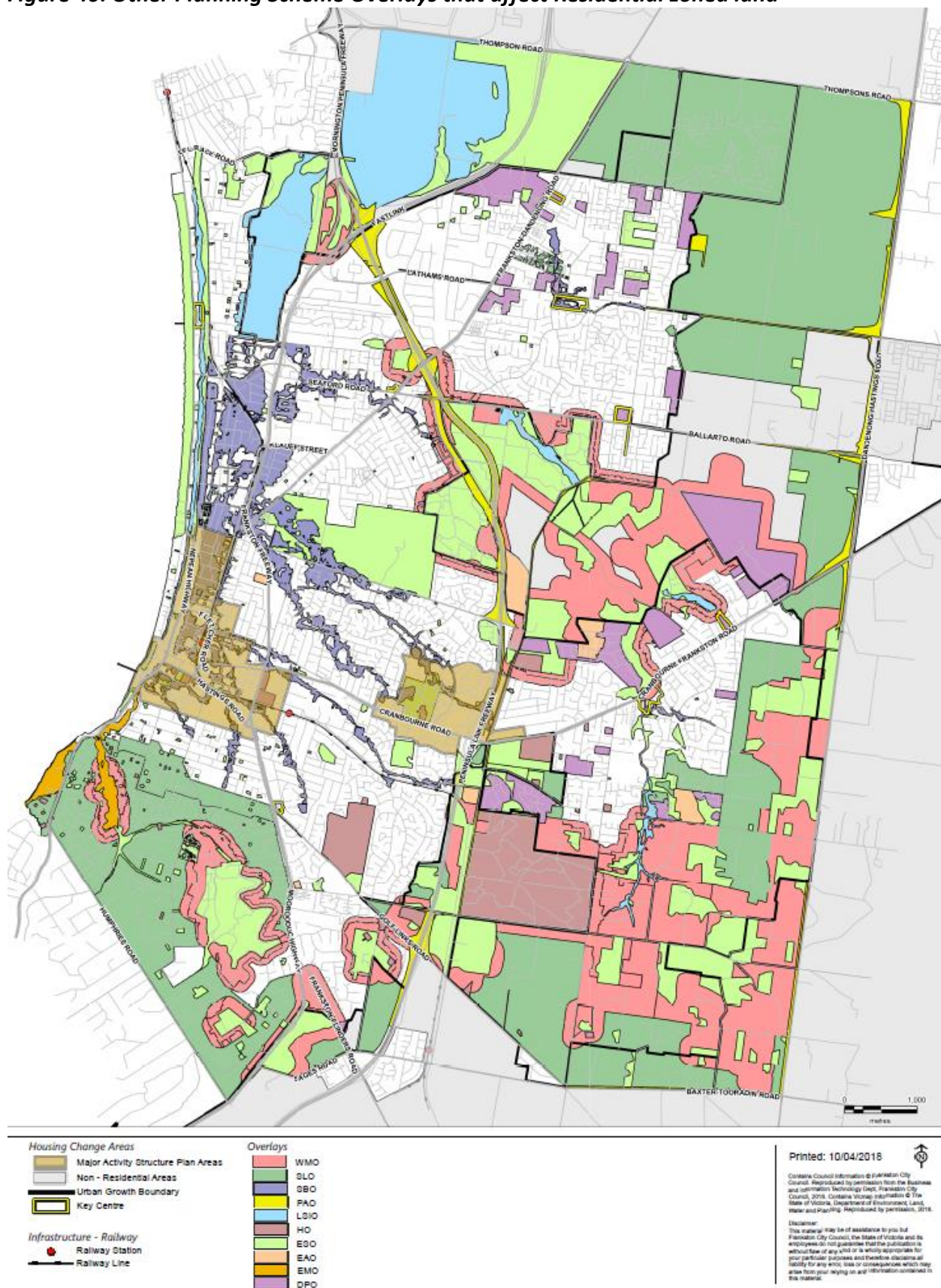


Figure 40: Other Planning Scheme Overlays that affect Residential zoned land



There are a number of Overlays included in the FPS that will directly impact on the location and form of residential development within Frankston City. These are:

- Environmental Significance Overlay (ESOs) 1,2 and 4
- Significant Landscape Overlay (SLOs) 1 to 6
- Heritage Overlay (HO)
- Design and Development Overlay (DDOs) 1 to 4 and 6 to 11.
- Development Plan Overlay (DPO) 1 to 3
- Erosion Management Overlay (EMO) 1 to 3
- Land Subject to Inundation (LSIO)
- Special Building Overlay (SBO)
- Bushfire Management Overlay (BMO) 1 to 2
- Environmental Audit Overlay (EAO)

Note that the effect of these overlays is to shape the extent and design of the residential development so that environmental hazards are managed securely and so that specific built form requirements are adhered to. These overlays may significantly constrain the 'yield' (number of dwellings) that can be achieved on a particular parcel of land. In this regard the overlays are directly relevant to effective and realistic planning for future housing supply in Frankston City.

However, the State government has completed a review of the residential zones that were introduced into Victorian planning schemes in 2013 by Am V8 – the Neighbourhood Residential Zone, the General Residential Zone, and the Residential Growth Zone. Further changes to these residential zones were introduced to the Victoria Planning Provisions and all planning schemes by Amendment VC110 on 27 March 2017.

The changes will provide a fairer approach to managing residential development, and will deliver consistent outcomes across Victoria's suburbs, towns and cities. They will deliver certainty in residential areas, regardless of where you live.

The key reforms:

- Allow councils to define neighbourhood character and design objectives to be achieved.
- Strengthen building height controls in the Neighbourhood Residential Zone and the General Residential Zone.
- Introduce a new mandatory requirement for a minimum garden area to be provided in residential developments in the Neighbourhood Residential Zone and General Residential Zone.
- Remove the limit on the number of dwellings that can be built on land in the Neighbourhood Residential Zone.

The other initiative from State Government is to avoid any future use of the Design and Development Overlays (DDOs) as well as getting existing DDOs to match with the new mandatory height limit within the General Residential Zone and the Neighbourhood Residential Zone. Design and Development Overlay, Schedule 6 along the Nepean Highway was the only overlay that is not compatible with the new General Residential Zone mandatory height of 11 metres.

10.4 Activity Structure Plan Areas

The Activity Structure Plan Areas encompass the Frankston Metropolitan Activity Centre and the Karingal Major Activity Centre. The former performs a significant regional role and the latter, a local role, for the provision of retail, office, commercial services, community services and entertainment and leisure services and facilities. These two areas are subject to a Structure Plan process that specifically identifies the housing opportunities within each Structure Plan area.

These two areas provide good potential for medium and higher density residential development that can take advantage of the excellent transport services and mixed uses that focus on these centres. Future housing in these areas should be located and of a scale and form consistent with the Structure Plans for each Activity Area.

10.4.1 Frankston Metropolitan Activity Centre Structure Plan opportunities

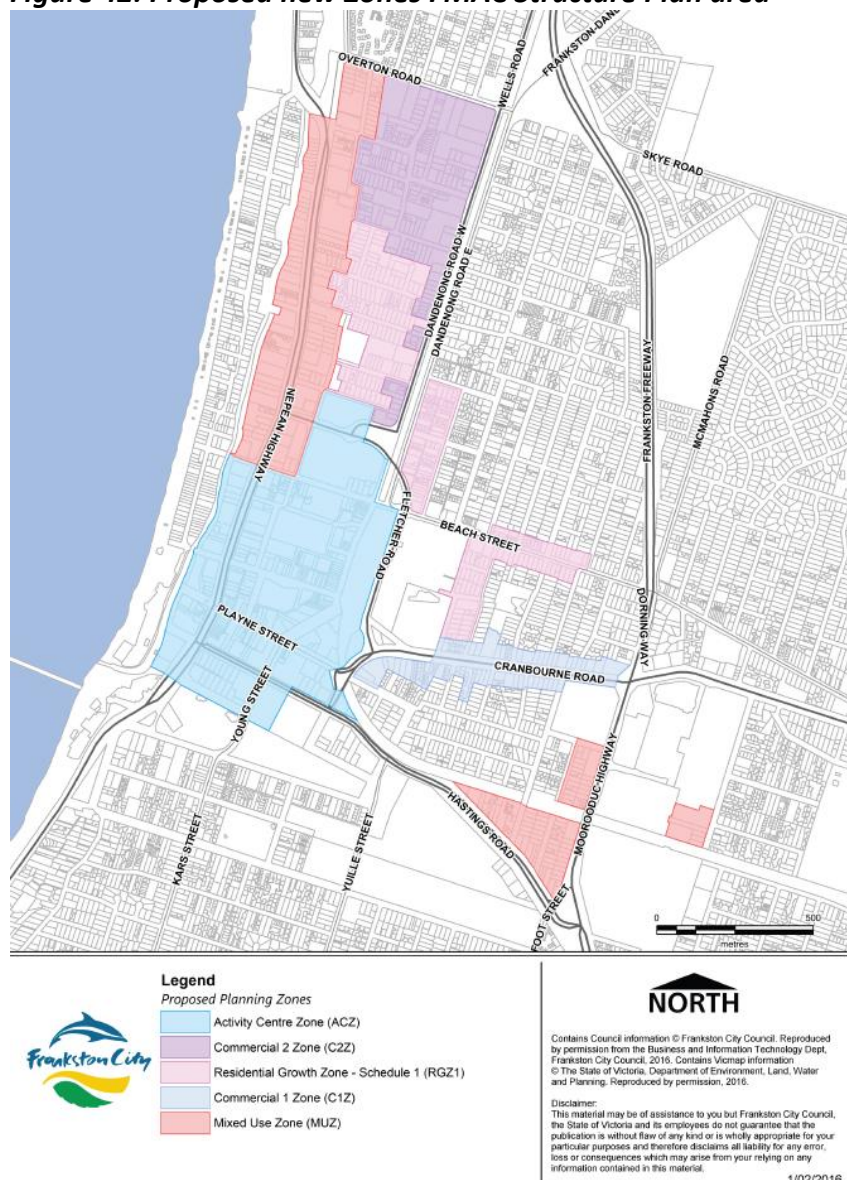
Figure 41: Frankston Metropolitan Activity Centre Structure Plan Boundary



The Frankston Metropolitan Activity Centre (FMAC) Structure Plan was adopted by Council in May 2015. Part of its implementation involves the allocation of new zones to selected precincts and other locations. The proposed new zones within the FMAC area will allow for urban renewal and new residential development. Different precincts will be rezoned according to their potential for accommodating both mixed uses and an increase in residential density.

The Structure Plan identifies the Ebdale precinct as a key focus for new residential development. The Ebdale Precinct will be an attractive, well-planned residential neighbourhood offering a diversity of housing choices for people to live close to shops, jobs, transport and the beach. Multi-unit residential development will be of a high architectural quality. The key objectives for this precinct are to provide for housing at increased densities and to encourage a diversity of housing types. The recommended new zone for this precinct is the Residential Growth Zone, as shown in Figure 42 below.

Figure 42: Proposed new Zones FMAC Structure Plan area



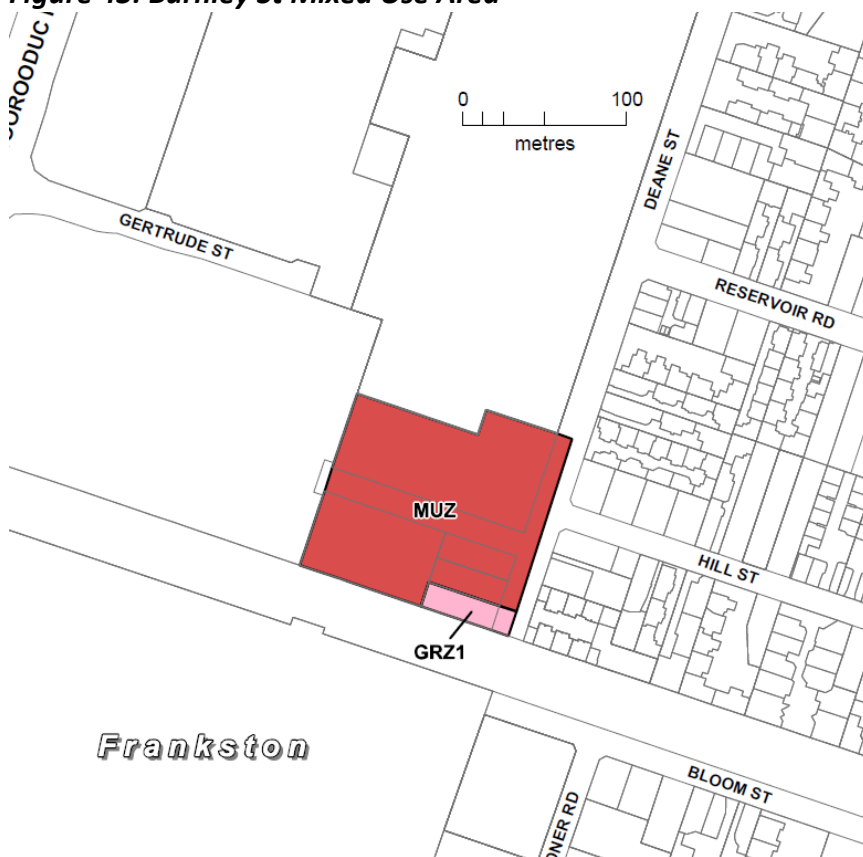
The strip of residential properties facing Dandenong Road West (south of David St), together with the properties on both sides of Beach St, between Smyth St and Macalister St) and the properties in the blocks between Olive Grove and Wills St are all identified in the Structure Plan as the Residential Intensification precinct. The Residential Intensification Precinct will provide for higher densities of housing that allow more people to live close to shops, jobs, transport and the beach. The key objectives are:

- To provide for housing at increased densities.
- To encourage a diversity of housing types.
- To encourage a scale of development that provides a transition to surrounding residential areas.

The current zoning of this land is General Residential. It is proposed to include all these parcels in the Residential Growth Zone.

The parcels of residential zoned land facing Burnley St are included in the Bulky Goods Precinct. However, their proximity to Monash University enhances their residential development prospects, particularly for dedicated student housing projects. Accordingly, the most appropriate zoning for these properties will be the Residential Growth Zone.

Figure 43: Burnley St Mixed Use Area



Proposed land to be rezoned to Mixed Use Zone

As noted elsewhere in this strategy, the Mixed Use and the Residential Growth Zones offer a base for the introduction of “inclusionary zoning” into the Frankston Planning Scheme. This is a mechanism that requires the supply of a proportion of ‘social housing’ in any new development, dependent upon the size of the development.

The Mixed Use Zone is proposed for the Nepean Highway Boulevard precinct, the Cranbourne Road Precinct, and the Health and Education Precinct, along Hastings Road. All these precincts are intended to be developed for a range for commercial uses. However, they are also considered to have good prospects for accommodating diverse residential development at medium and high densities. With good urban design, new residential dwellings can be incorporated into lively mixed use commercial areas.

The central commercial precincts of the FMAC are proposed to be zoned as Activity Centre Zone. This allows for mixed uses at high intensity. It also provides for high density residential development. Am C123 to the Frankston Planning Scheme will introduce the Activity Centre Zone for this area and has recently been adopted by Council on 3 April 2018.

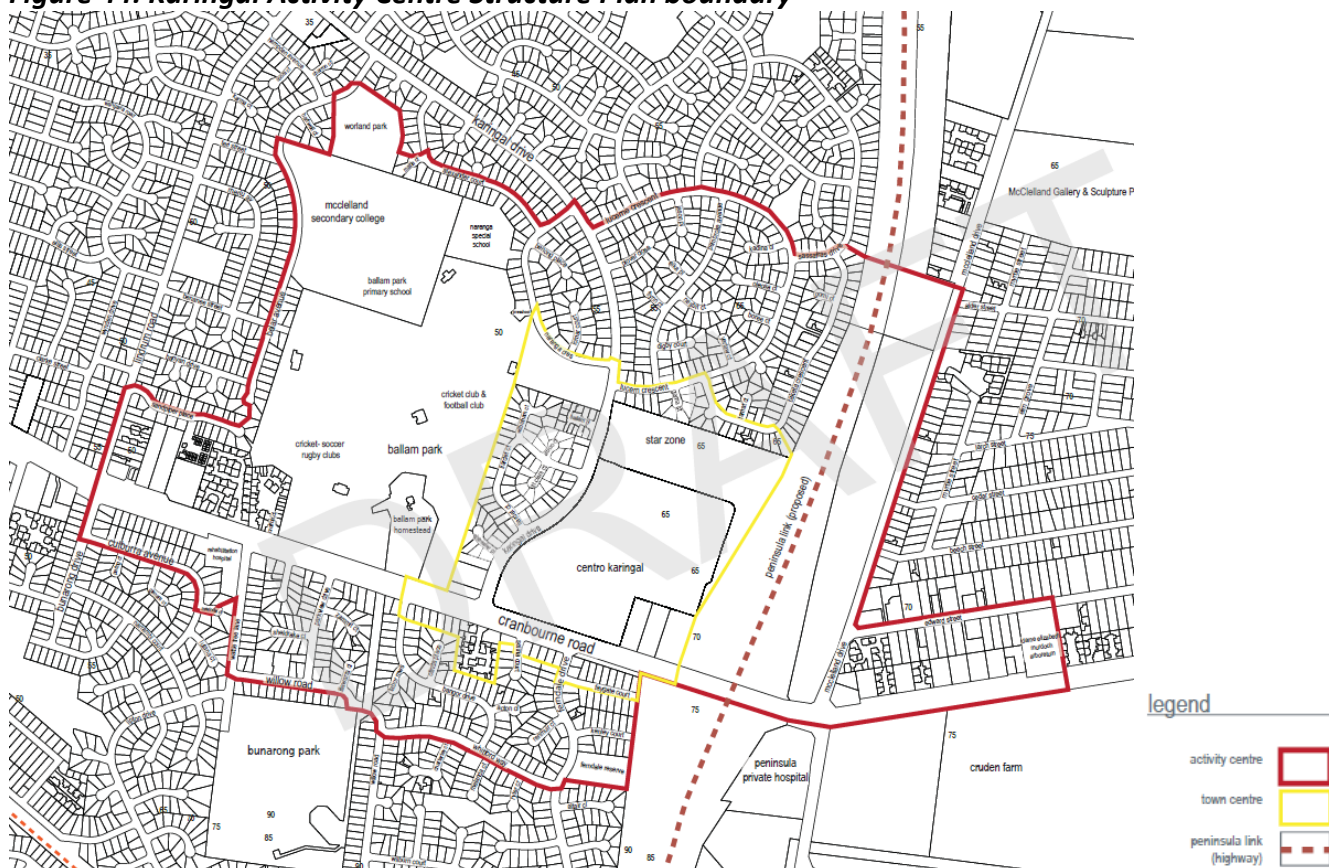
The Commercial 1 Zone already applies to small shopping strips within the Structure Plan area. This zone allows for new residential development above ground floor level.

In summary, the FMAC area is expected to accommodate a large proportion of Frankston City's new residential development. A rolling program of rezoning's will allow appropriately located land to be redeveloped for medium and high density residential development.

10.4.2 Karingal Major Activity Centre Structure Plan opportunities

The Karingal Major Activity Centre Structure Plan was adopted by Council on 2 April 2013. The structure plan directs land use and development, the growth of residential housing, community services and local businesses, and capitalises on the natural and recreational assets in the Karingal MAC.

Figure 44: Karingal Activity Centre Structure Plan boundary



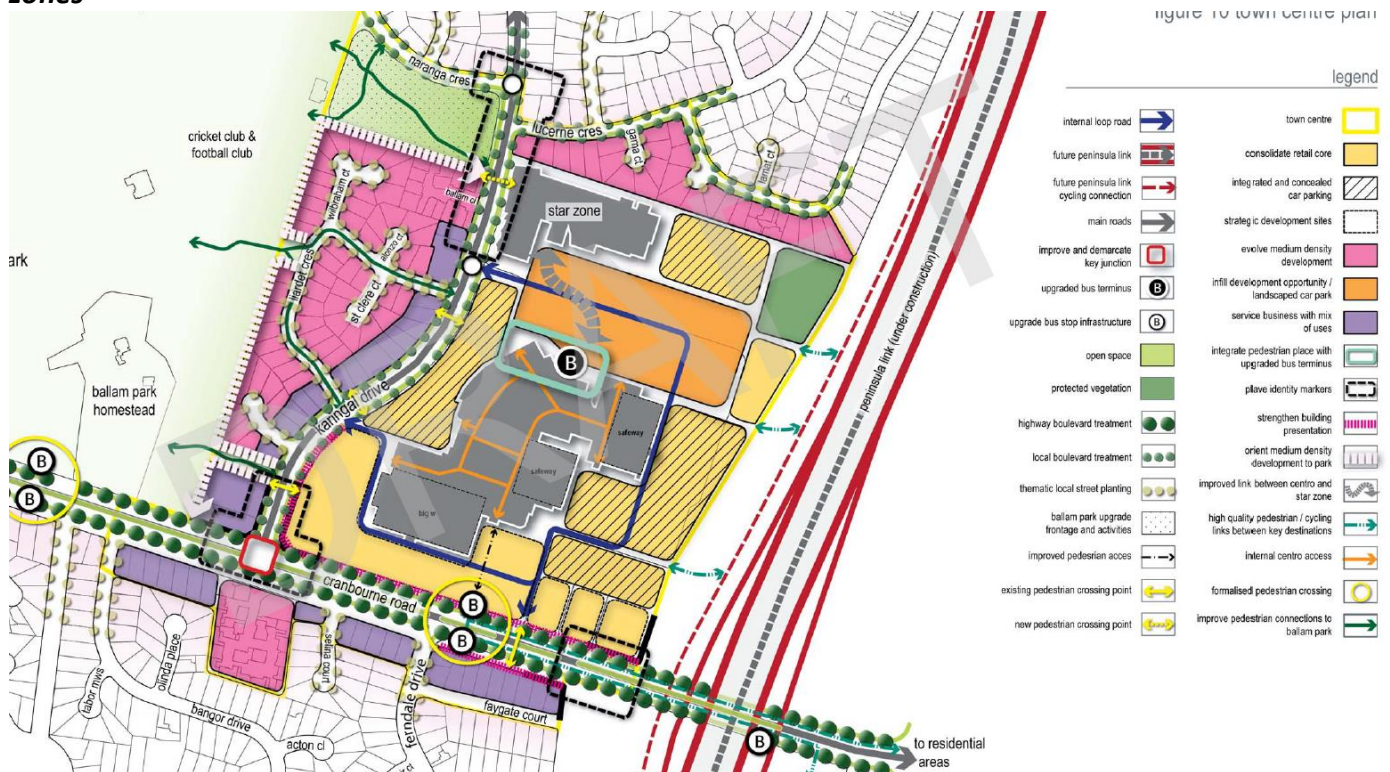
There are 740 allotments in the Activity Centre within the General Residential Zone which are currently single dwellings on standard suburban sized allotments around 600sqm in area. These could realistically be utilised for dual occupancy redevelopment unless multiple lots were consolidated. Development of a greater intensity or scale would be in stark contrast to the majority of existing single storey dwellings.

There are however opportunities for housing to be provided in various forms of higher density housing. It is important to encourage higher density housing on larger sites in the Activity Centre. Also, a diversity of housing types is critical to cater for the ageing population. These opportunities are identified as 'strategic development sites' primarily larger allotments at least 1,000 sqm with main road frontages or on consolidated properties.

The Karingal Structure Plan indicates that an additional 600 new dwellings could be achieved through infill development and strategic development sites. Some new dwellings could also be accommodated within the Commercial 1 zoned land, as part of new mixed use developments.

The existing development pattern and suburban street layout favours 600m lots. This means that amalgamation of individual parcels will be necessary to provide a suitable redevelopment site, even with the recommended Residential Growth zoning in place. It is proposed to first rezone only those sites with main road frontage to Mixed Use Zone and that are immediately within a safe and convenient walking distance to the Karingal Hub retail centre to Residential Growth Zone, in order to test the development industry appetite for this type of infill residential development.

Figure 45: Extract from Karingal Activity Centre Structure Plan map showing location of proposed new zones



10.5 Substantial Change Areas

Substantial Change Areas are those with an increased opportunity for housing growth, and provide a mix of housing through predominantly medium and higher density dwelling forms. Substantial change areas are delineated at locations in close proximity of existing activity centres, public transport and community infrastructure.

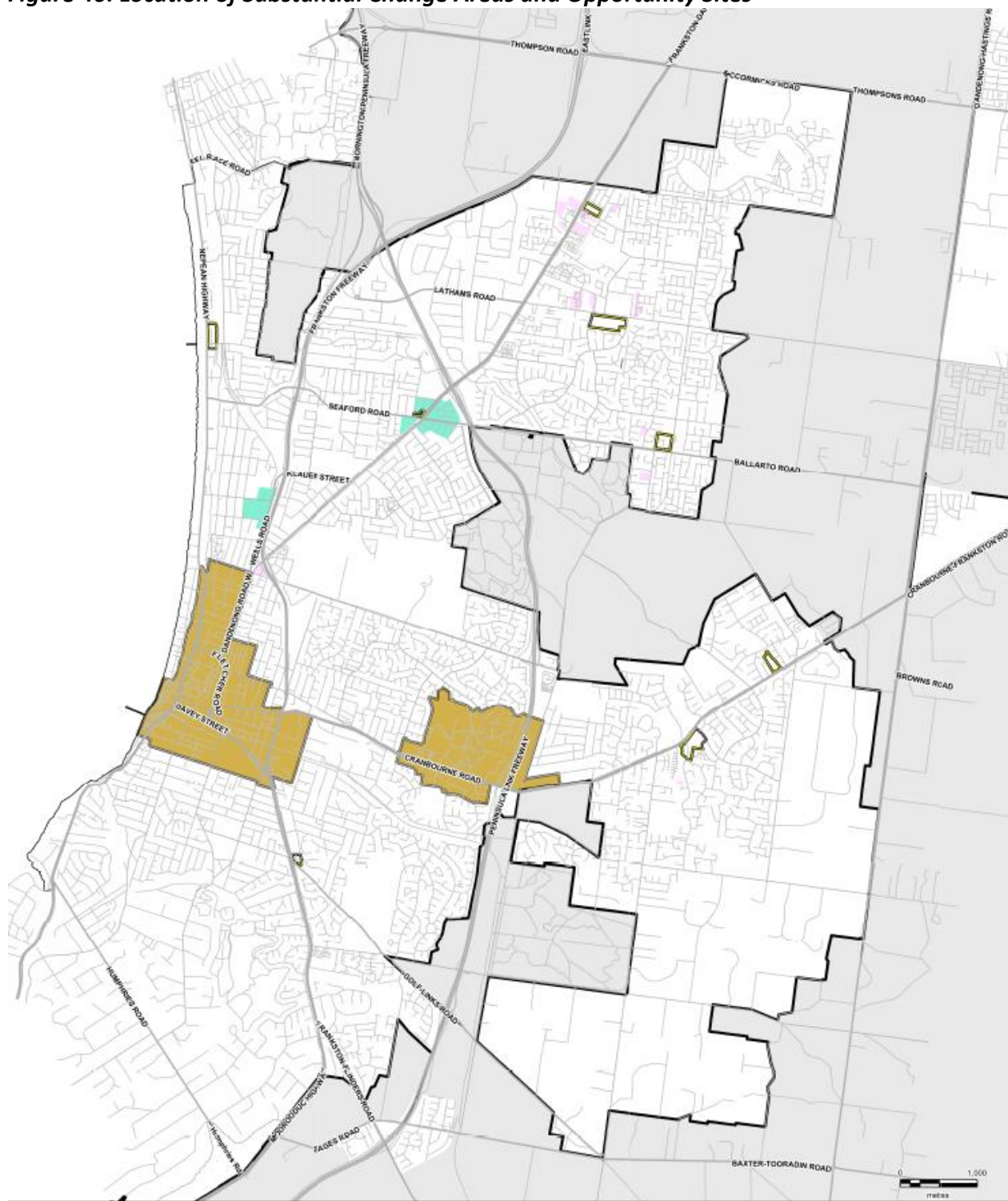
This Strategy directs the majority of future housing growth, particularly higher density attached and semi-detached dwellings, to Substantial Change Areas.

The Housing Framework Plan distinguishes two types of Substantial Change Areas:

- **Substantial Change Areas** - These areas are generally located within and close to identified activity centres and/or train stations, allowing for an increase in medium density developments close to existing services.
- **Opportunity Sites** - These are usually areas that are located within close walking distance to public transport, services and facilities; are identified in the UDP; and have an area greater than 5,000sqm. Future housing at these sites will generally comprise apartments and some semi-detached dwellings.

Capacity analysis indicates that there is sufficient land supply within the identified Substantial Change Areas and Opportunity Sites, coupled with the Frankston MAC and Karingal MAC areas, to accommodate the projected future demand for housing in the municipality.

Figure 46: Location of Substantial Change Areas and Opportunity Sites



- Housing Change Areas**
- Structure Plan Boundary
 - Substantial Change Opportunity Sites
 - Substantial Change Areas
 - Non-Residential Areas
- Urban Growth Boundary**
- Key Centre

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10.5.1 Kananook Station Transit Oriented Development opportunities

Land to the east of the Kananook Rail Station in Frankton’s north, has great potential to support increased commercial activity and greater residential densities. While the area is already substantially built up, the excellent access to the rail station, with its regular services to the Frankston MAC and to the rest of the metropolitan area, suggests that urban renewal would be a favourable option for larger parcels and amalgamated sites.

Apart from the rail station, the Kananook locality has public open space reserves, sporting facilities and a primary school located in close proximity. The existing light industrial area has good exposure to Wells Road and would provide attractive to a wide range of commercial activity. Rezoning this land to the Mixed Use allows for many different commercial uses, as well as residential development above ground floor level.

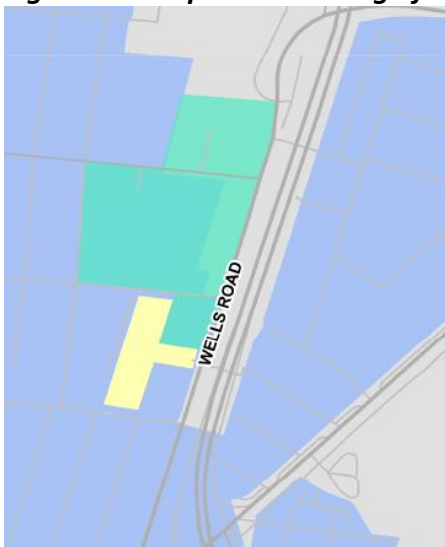
Council’s existing Buna Avenue Operations Centre is an ideal site for a future integrated residential development that could maximise the benefits of this transit-oriented location. While there are no plans to redevelop the site at present, the Mixed Use Zoning for this land would be an excellent indication of future development options.

Council received an Urban Design Concept and Report by Hansen Partnership Pty Ltd, advising that the zoning should be a Mixed Use Zone with appropriate Design and Development Overlay to control built form, setbacks and height or a Comprehensive Development Zone to guide the development with a variety of lot sizes, encouraging a broad range of developers rather than a focus on large footprint sites.

The existing residential areas bounded by Kirkwood Avenue to the west, the Kananook Reserve to the north and Buna Avenue to the south, comprise lots that range from 660m to 2,000 m in size and are largely built out. The convenient location means that there would be some interest in redevelopment. However a Residential Growth zoning would provide further incentive for the consolidation of sites and would accelerate the redevelopment of the existing housing in these areas to contemporary standards.

Over a 20 year development period the Kananook Station TOD has potential for the introduction of up to 700 new dwellings in a variety of development formats, including mixed use complexes.

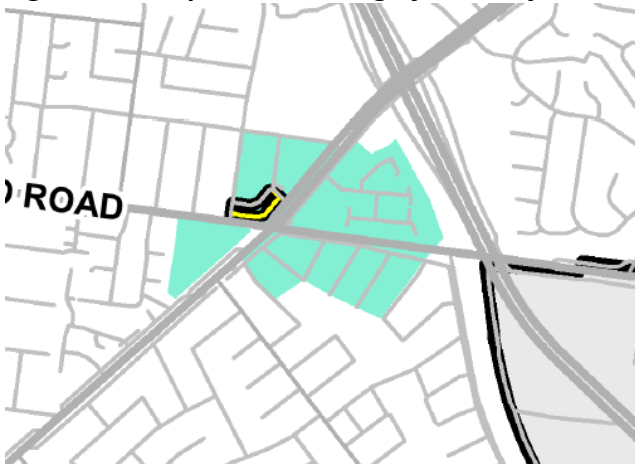
Figure 47: Proposed rezoning of land adjacent to Kananook Rail Station



10.5.2 Seaford Road/Belvedere Retail Centre

The Belvedere retail centre located on Seaford Road, Seaford is an important local service centre. There is good scope to rationalise this commercial centre and to provide some incentives through zoning for urban renewal of the traditional suburban residential areas that abut the commercial properties in the locality. While Seaford Road, Ballarto Road and Frankston-Dandenong Road are all busy traffic arteries, there is also good access to well-maintained parks and reserves, including Belvedere Bushland Reserve, the Pat Rollo reserve and the Peninsula Link trails. The combination of retail and commercial services, good transport and access and nearby parkland makes this an attractive location for residential urban renewal investment.

Figure 48: Proposed rezoning of land adjacent to Belvedere Retail Centre



The Seaford Tavern and Motel complex, together with the service station on the south west corner of the Seaford Road/Frankston-Dandenong Road intersection form an integral part of this local commercial activity centre. The existing General Residential zoning is an anomaly and this land should be rezoned to partly Residential Growth zone and partly Commercial 1 zone to conform with the retail centre across Seaford Road. The strip of land between Bellevue Crescent and Ti-tree Crescent could be included in the Commercial 1 zone as it is a natural extension of the retail centre. Similarly, the properties on the north east corner of the intersection, extending along Frankston-Dandenong Road up until the existing Aldi Supermarket, should also benefit from a more appropriate zoning to Commercial 1 zone.

There are three large blocks of existing General Residential zoned areas that could be rezoned to the Residential Growth zone. These are:

- Land east of Bellevue Crescent and south of Centenary St;
- Land north of Ballarto Road and west of the Peninsula Link Freeway; and,
- Land bounded by Frankston-Dandenong Road, Ballarto Road, Bouvardia Crescent, the Pat Rollo Reserve and the rear of properties that front onto Bursaria Crescent.

While all three areas have substantial existing residential development, some amalgamation of sites and redevelopment could be accommodated over the next twenty years.

Taking into account the potential to have first floor residential units in the Commercial 1 zone, and some redevelopment activity in the proposed Residential Growth zone land, there is potential for another 130 dwellings to be provided in the vicinity of the Seaford Road/Belvedere Retail Centre.

10.5.3 Overton Road/Skye Road Opportunity Site

These are two large land parcels that are owned by Vicroads (notated as the Country Roads Board in Council's files) that consist of left over land from the road access network that services the Frankston Freeway. The site has a total area of 11,908 m² (1.2 ha) when the area of Farrell St, (north of Skye Road) is included. It has a western frontage of 121m to Dandenong Road East, and a southern frontage of 179m to Skye Road. To the north-east it abuts a Frankston Freeway service road for 193m. The land parcels are bisected by an 85m section of Farrell St that is about 10 m wide.

The site is currently being used as a work space for the Level Crossing Removal Authority as part of the Skye/Overton Road Project.

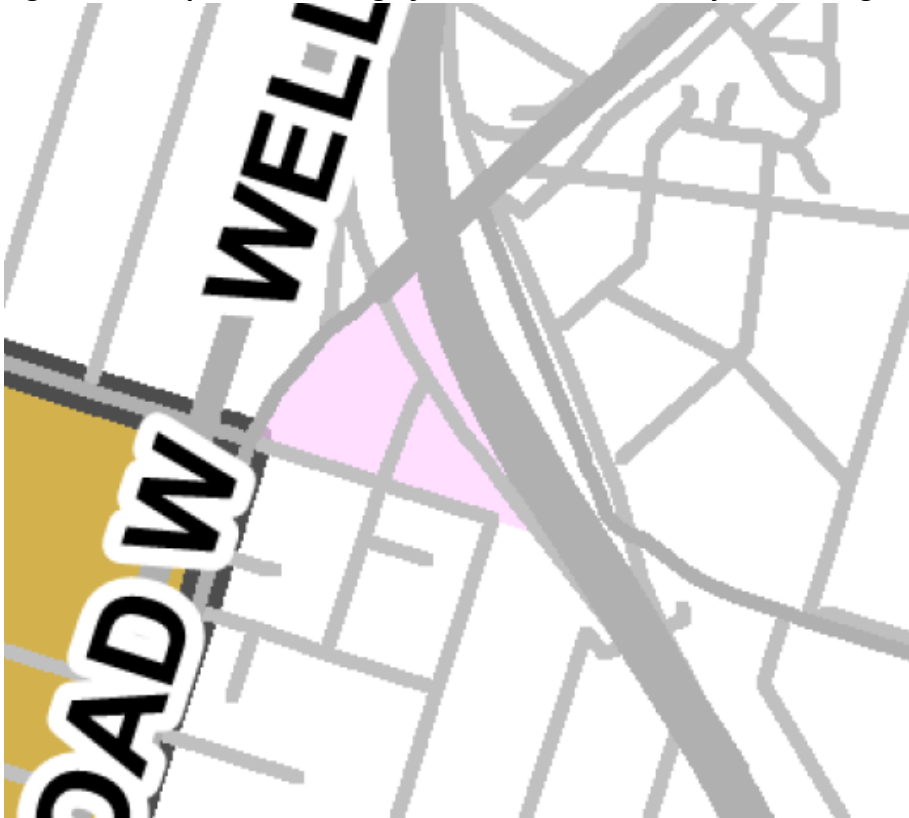
While Vicroads may need to use some of this area in future reconfigurations of the access ways arising from the replacement of the rail level crossing at Overton Road, it is safe to assume that the majority of the land will remain vacant and under-utilised. Careful design of the new intersection could result in an excellent redevelopment site, with prominent street exposure and good vehicle access.

Zoning

The land that comprises the Skye Road Triangle site is included in the Road Zone Category 1 (western and north-east portions) and Road Zone category 2 (balance of site adjacent to Skye Road). The road categories refer to the function of the adjacent roads.

Part of the site is affected by the Special Building Overlay which requires assessment of overland flow and inundation issues prior to any development.

Figure 49: Proposed rezoning of land known as the Skye Rd Triangle, Frankston



Land to the south, across Skye Road is included in the Commercial 1 Zone. Land on the other side of Frankston-Dandenong Road, to the west, is included in the Industrial 1 Zone.

Further to the south, east and north, land is zoned General Residential and is developed for suburban residential dwellings.

Residential Development opportunities

The site is located just outside the northern boundary of the Frankston Metropolitan Activity Centre Structure Plan area. It is 960 m from the Kananook Rail Station (and some 1,500 m from the Frankston Rail Station). The site is only 120m from bus stops on Dandenong Road East which provide links to both stations and beyond.

The total site could be developed to accommodate 60 residential units in a mixed use development. The location lends itself to commercial uses at ground floor level and residential development above in a 3 to 4 storey configuration. This is an equivalent density of one unit per 200 m² of site area or 50 dwellings per ha.

The site has very favourable attributes for urban renewal for mixed use development. It is well located in terms of vehicle access, as well as being within close proximity to recreational, commercial and other services. The land is generally unencumbered and the parcel size and shape and the street configuration lends itself to an integrated mixed use complex of ground floor commercial uses with apartments above. An integrated development would also allow for design solutions to address local drainage issues. It would also provide design opportunities to manage noise impacts of this busy transport location and would support the provision of internal open space for the use of residents and workers of the premises within the development.

Recommendation:

To facilitate the desirable redevelopment of this site, the most appropriate zone would be the Mixed Use Zone (MUZ). This allows for a range of commercial uses with higher density residential development. A four storey preferred maximum height limit could be considered for this location.

10.6 Incremental Change Areas

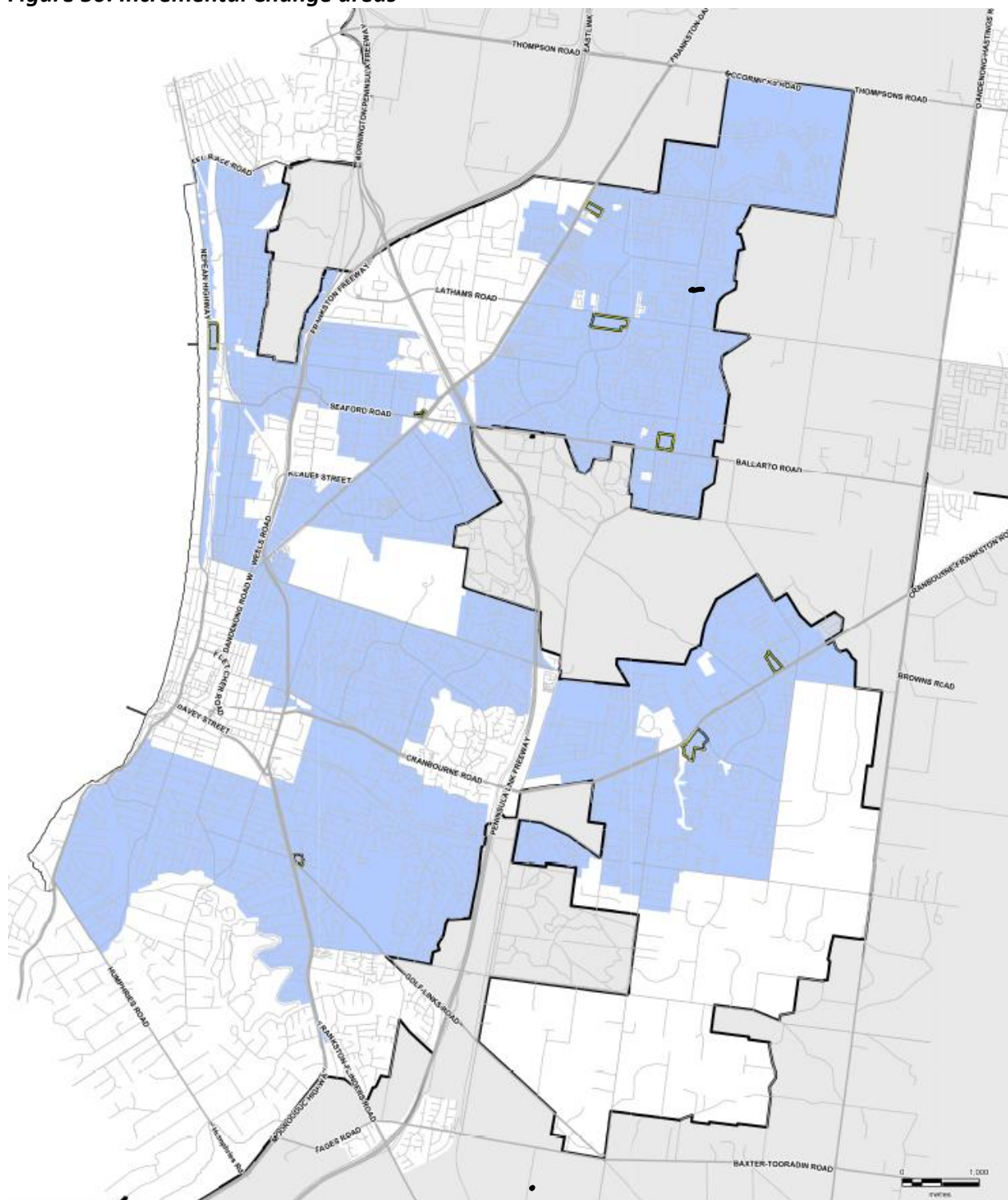
Incremental Change Areas are established residential areas which provide some opportunities for housing growth and change over time, including some dispersed medium density dwellings, provided developments are well designed and have regard to neighbourhood character. The typical infill development is the dual occupancy, where a new dwelling is located in the backyard of an existing dwelling and the existing driveway is shared. Another common development type is where a single house on a large lot is replaced by two three or four townhouses, which again may share a single crossover for vehicle access. Depending upon lot size and the design of the street network, scattered infill developments of this sort, in traditional suburban residential areas can be accommodated with little change to the prevailing residential amenity of the area.

Incremental Change Areas have been delineated in locations that:

- May be located outside easy walking distance from activity centres and the Principal Public Transport Network;
- May possess some environmental constraints to development; and,
- May have a lot configuration or street network pattern that is not conducive to high density residential development, but can accommodate some increase in dwellings

This Strategy intends that substantial proportion of new housing growth in all suburbs will be provided through development in incremental change areas.

Figure 50: Incremental Change areas



Housing Change Areas
 Incremental Change Areas
 Non-Residential Areas

Urban Growth Boundary
 Key Centre

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Sybil Avenue, Frankston South

10.7 Minimal Change Areas

Minimal Change Areas comprise residential areas with significant and established environmental, neighbourhood character and heritage values. Accordingly these areas have little capacity to support future housing growth.

Minimal Change Areas have been delineated in locations that:

- Are restricted in terms of minimum lot size (e.g. the Low Density Residential Zone);
- Are predominantly constrained or partially constrained land (e.g. schools, hospitals and other particular uses, residential land outside of the UGB);
- Are identified as being acutely vulnerable to inundation due to stormwater, flooding and included within the Special Building Overlay; and,
- Medium-high Ecological Vegetation Community (EVC) rating on lots over 0.4 hectares in area.

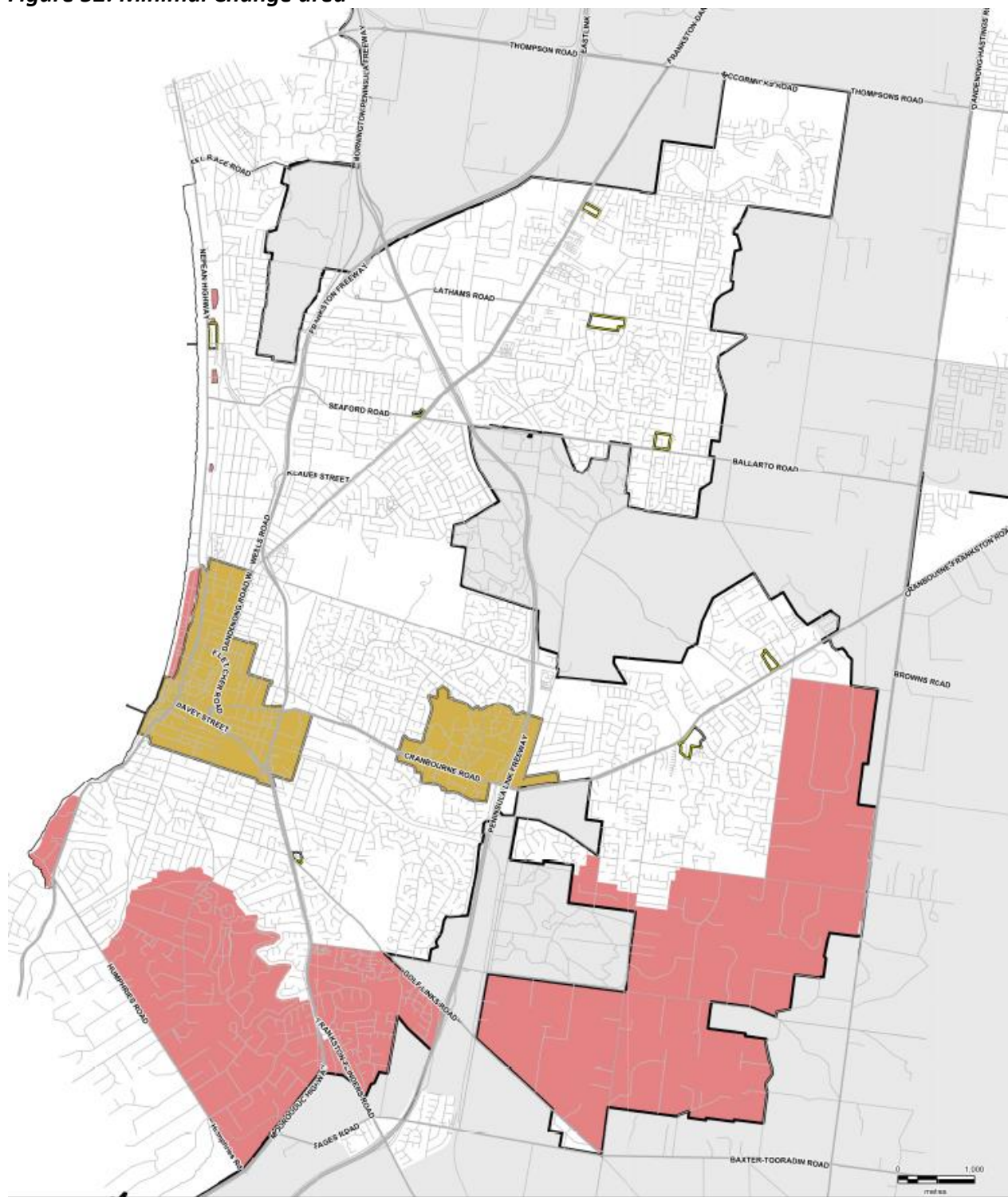
The 'change' that does occur in the Minimal Change Area will take the form of renovations to existing houses, replacement of single dwellings with new dwellings, if existing housing is non-contributory, and some limited medium density development (eg dual occupancy). In all instances emphasis should be placed on preserving and enhancing valued elements of heritage and neighbourhood character.

Figure 52 illustrates the location of Minimal Change Areas across the City of Frankston.

Land included in the Low Density residential zone is appropriately controlled for minimal change. Land currently zoned as General Residential and included in the Minimal Change areas, should be considered for rezoning to the Neighbourhood Residential Zone, to reflect existing constraints and neighbourhood character attributes. The Design and Development Overlay, Schedules 1, 2, 3 and 7 cover this area as well and the height limit of 9 metres and other built form requirements is easily transitioned to the Neighbourhood Residential Zone.

In lapsed Am C95, a provision of a 100 metre Neighbourhood Residential Zone buffer around the entire perimeter of the Seaford Wetlands was proposed. The Panel for Am C95 could not find any strategic rationale to provide a 100 metre NRZ buffer around the entire perimeter of the Wetlands, when only part of the area is affected by constraint as identified in the previous Strategy. However both Council and the Panel acknowledges there may be issues with the wetlands that warrant further investigation through a separate specific study into the significance and management of this area.

Figure 52: Minimal Change area



- Housing Change Areas**
- Structure Plan Boundary
 - Minimal Change Areas
 - Non-Residential Areas
- Urban Growth Boundary**
- Key Centre

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10.7.1 Nepean Highway

This area is the narrow strip of housing between the foreshore and Kananook Creek, with some houses dating back to the 1920s. The modest timber and fibro cottages and holiday homes are being replaced by two and three storey houses, designed to exploit the coastal views, and reflecting the Council's strategy for the area. These newer dwellings are both taller and much bulkier than the older dwellings, covering a much larger proportion of the site.

Several short side streets, some with unmade roads, have lower scale buildings and a more informal character than the rapidly changing Nepean Highway frontage. The well vegetated Kananook Creek reserve and Seaford foreshore reserve are significant landscape features in this area.

Zoning

At present the residential zoned land along the Nepean Highway north of Mile Bridge is included in the General Residential Zone together with the DDO6 overlay controls. This overlay allows a maximum height limit of 12 metres. As previously mentioned above, the State Government has recently implemented mandatory height requirements in the residential zones: in the GRZ the maximum height allowed is 11 metres, which has created an overlap in the existing building height. On 21 December 2017, The State Government approved Planning Scheme Amendment GC76 which restored the higher building height specified in DDO6 through Schedule 3 to the General Residential Zone. Note that while the specific design controls can be included in schedules to the new zones, the actual DDO6 specific overlay will be removed from the Frankston Planning Scheme for this area north of Mile Bridge.

To achieve a sensitive outcome for this, transition of the DDO6 controls to the new residential zone schedules, the entire area has been re-assessed and allocated to the most appropriate residential zone. This has resulted in a 'fine grain' approach to the actual zoning of the individual properties, taking into account their local context and other overlay and environmental constraints.

In order to keep the existing built form height provisions, in the map below, the land shown in darker blue is to stay General Residential, with the DDO6 to be removed and the land abutting the creek in red is proposed to be included in the Neighbourhood Residential Zone, with a maximum height limit of 9 metres. All the other setback requirements to the creek contained in DDO6 can be transitioned to schedules to all reformed residential zones.



Green Acres Court, Langwarrin

11.0 Inclusionary Zoning


A progressive zoning approach used in some jurisdictions in Australia and overseas is to seek the provision of a proportion of affordable housing in all new multi-dwelling housing developments. The relevant tool is called “Inclusionary Zoning”.

In brief, this is a mechanism where developers are required to allocate a proportion of dwellings in their multi-dwelling development for rent or sale ‘below market rate’ as a condition of their planning approval. The principle underlying this approach is that Council offers a greater yield overall, but only if the required ‘below market’ dwellings are delivered.

There are some regulatory and administrative challenges, however there are already Councils in Australia that have inclusionary zoning in operation, (usually in urban renewal areas, to combat the changes created by increasing gentrification of what were lower income neighbourhoods). The most common approach is to require as a condition of the planning approval that an agreement be put in place for a set amount of dwellings within the development to be made available as social or ‘affordable’ housing. In a rental arrangement, for example, the targeted units could be managed by an accredited housing provider or community housing association. Usually, there is standard period that applies to the agreed arrangement, e.g. 10 years, after which the dwellings could be disposed of in the open market by the developer. The principle underlying such an approach is that new dwelling stock is cycled through this sort of program, and then can be returned to the private market.

Within Frankston, there are only a small number of multi-dwelling projects each year that could be reasonably expected to sequester one or more dwellings as ‘affordable or social housing’. A possible threshold could be that for developments with 20 dwellings or more, 5% of the total number be allocated to a social housing and 10% to be affordable housing by agreement (15% all together). This would mean that 1 dwelling in every 20 would qualify as Social Housing under this approach.

Use of the new Residential Growth Zone offers potential for increased yield. Wherever Council rezones land from General Residential to Residential Growth, it could consider applying a set ‘inclusionary zoning’ formula to achieve a regular supply of new dwellings into the ‘social housing’ pool.



While this would represent a relatively modest intervention into the housing supply in Frankston City, it can assist the overall suite of housing initiatives undertaken by Council.

As stated earlier in this report planning measures can be implemented to promote improved affordable housing options.

These initiatives include:

- Increasing land availability for affordable housing in established areas
- Reducing barriers to affordable housing investment
- Preserving social and affordable housing
- Securing dedicated affordable housing in new developments
- Utilising more flexible zones in preferred areas for affordable housing
- Advocating for better management and control over the rooming house property industry sector.
- Transitioning permanent residents away from the remaining caravan park housing providers into more suitable accommodation options.
- Discouraging undesirable affordable housing outcomes in areas remote from services, transport and employment; and also
- An inclusionary zoning approach would add new tools to Council's planning to deliver on more affordable housing in Frankston.



Monterey Boulevard, Frankston North

12.0 Recommendations

Location and Capacity Theme

12.1 Location of Housing Growth

The location of housing influences affordability, the cost of infrastructure, transport options, and access to employment, retail and community services. This Strategy identifies Substantial Change, Incremental and Minimal Change Areas to guide housing growth and change across the municipality over the next 20 years and to direct residential development to those areas which provide high levels of residential amenity and have the greatest capacity for change.

- A1. Amend the Municipal Strategic Statement to include the Frankston Housing Framework Plan.
- A2. Amend the Municipal Strategic Statement to include the policy objectives and directions for substantial, incremental and minimal change areas and to include the results and adjusted population forecasts from the 2016 Census.
- A3. Amend the Frankston Planning Scheme to include the Frankston Housing Strategy as a Reference Document.
- A4. Amend the Frankston Planning Scheme to apply the Neighbourhood Zone to land key land parcels that are currently zoned General Residential, consistent with the directions of the Frankston Housing Strategy for minimal change areas.
- A5. Maintain the General Residential Zone for the majority of land parcels currently zoned General Residential, consistent with the directions of the Frankston Housing Strategy for incremental change areas.

- A6. Amend the Frankston Planning Scheme to apply the Residential Growth Zone to key land parcels that are currently zoned General Residential consistent with directions the Frankston Housing Strategy for substantial change areas.
- A7. Amend the Frankston Planning Scheme to apply the Mixed Use Zone to key land parcels that are currently zoned for commercial or special purposes, consistent with directions the Frankston Housing Strategy for minimal change areas
- A8. Convene a Frankston Housing Reference Group, including industry representatives from the private and public sector, to regularly meet and discuss key housing issues and trends affecting the municipality. Membership should include, but not be limited to, representatives from the Office of Housing, Department of Education and Early Childhood Development, Places Victoria, Council, housing providers (social housing and rooming houses) and private developers.

12.2 Servicing and Amenity

Existing infrastructure should be capitalised upon where possible to ensure its timely and efficient use. Furthermore the capacity and constraints as well as future requirements of existing physical, transport, recreation and community infrastructure should be explored and understood to ensure residents enjoy appropriate levels of amenity and servicing.

It may be necessary to provide new or upgraded infrastructure in those areas of the municipality undergoing residential growth. This may need to be delivered via State agencies and organisations or through the private sector.

- B1. Develop a Community Infrastructure Plan for Council to identify shortfalls and gaps in existing infrastructure services and establish future requirements for Council's infrastructure and public open space.
- B2. Consider applying a Development Plan Overlay or detailed policy to larger opportunity sites identified in the Housing Framework Plan, requiring new developments to consider, and if appropriate, include provision of community infrastructure and public open space.
- B3. Advocate Department of Transport undertake review of public transport services and identify, as necessary, the need for additional or expanded public transport services to cater to future housing growth as identified in the Housing Framework Plan
- B4. Advocate to Melbourne Water to undertake a study of servicing infrastructure in SBO area to ensure the network can appropriately cater to increased residential densities and ensure the timely upgrade of infrastructure as required for precinct development.
- B5. Develop a Funding Strategy for the delivery of servicing and soft infrastructure needed to support future housing growth. This may include recommendations for the application of the Developer Contributions Overlay, and other mechanisms to inform planning permit and amendment negotiations.
- B6. Undertake the investigation in consultation with Melbourne Water through a specific study into the significance and management of the Seaford Wetlands and its residential environs, with a view to implement a specific Design and Development Overlay for this location.

12.3 Facilitating Residential Development

Whilst the delivery of residential land to market is largely dependent on the private sector, Council can encourage and facilitate residential development through closely monitoring housing delivery and consumption rates, liaising with members of the local development industry and relevant landowners to identify any constraints/impediments to housing delivery (e.g. planning delay, cost of development, insufficient land values, high infrastructure costs, tight bank lending criteria, etc), undertaking demonstration projects/joint ventures with developers and advocacy to State government.

- C1. Liaise with development industry to highlight opportunities for future residential development in the City, in accordance with the Housing Framework Plan and to identify any constraints/impediments to housing delivery (e.g. planning delay, cost of development, insufficient land values, high infrastructure costs, tight bank lending criteria etc).
- C2. Monitor housing delivery and consumption rates, including quantity, quality and location bi-annually.
- C3. Advocate to Places Victoria to undertake housing renewal projects within the City, particularly with the Frankston Metropolitan Activity Centre and Karingal Major Activity Centre.
- C4. Explore the potential to partner with the private sector and develop a multi-dwelling demonstration project
- C5. Advocate to State Government to attract funding/grants for local housing projects and studies to identify local development constraints

12.4 Promoting More Diverse Housing Stock (Diversity and Specialised Housing Needs theme)

The municipality houses people from a diversity of backgrounds, cultures, language groups, education and income levels, family structures, and life stages. To manage and meet the needs of such a diverse range of requirements it is important that the City's housing stock contains a mixture of types and that design flexibility and robustness are promoted.

- C6. Develop a local policy and guidelines that encourage housing typologies and provide design advice relevant to identified areas of change, for example:
 - in Substantial Change Areas – address development facilitation, housing diversity, universal design, environmental sustainability, car parking, on and off site amenity impacts and public realm interfaces.
 - in Incremental Change Areas – implementation of preferred neighbourhood character statements, site responsiveness, housing diversity, universal design, environmental sustainability, and interfaces with adjoining residential areas.
 - in Minimal Change Areas – address preserving heritage and environmental values, enhancing neighbourhood character, internal amenity, and interfaces with adjoining residential lots.

These guidelines should contain design principles and case studies of preferred design outcomes for different housing types across the City. The guidelines should be designed for use by Council staff, as well as the development industry and community.

C7. Prepare guidelines for Neighbourhood Activity Centres which:

- Evaluate their alignment with the areas of change identified in this Strategy
- Consider the appropriate dwelling mix
- Identify appropriate public realm initiatives that will support and complement the development of private land;
- Review associated planning policies and controls, as necessary, to reflect the extent of housing growth and change envisaged by the Housing Framework Plan.

12.5 Monitoring and Industry engagement

The housing sector is complex and dynamic, involving a range of different stakeholders and interests and influenced by a range of internal and external forces (i.e. policy, interest rates, and migration). It is important that Council monitors housing trends and demographic projections and continues to engage with the private sector and community to understand housing needs and development trend in the municipality to encourage responsive policy and development outcomes.

D1. Implement a co-ordinated development data collection system. This central system should house both planning permit and building permit information at a minimum, and include the following inputs where possible:

- Address, property identifier and suburb (must be linked to the GIS for mapping and spatial analysis purposes)
- Zones and overlays
- Activities Area (if applicable)
- Housing change area (as per Housing Framework Plan)
- Land use (eg. Residential, commercial, retail, industrial, institution)
- Category (eg. New building, extension, demolition, change of use, etc)
- Number of dwellings (if residential)
- Parcel area, floorspace and number of storeys (if available)
- No. of bedrooms (if dwelling)
- Permit type (building or planning) and permit application ID
- Permit status
- Date information (date lodged, date granted, etc.)
- Year
- Description

D2. Develop a monitoring system for development within Activities Areas. This should include:

- Project/Development Name
- Number of dwellings
- Number of storeys
- Street address
- Suburb
- Number of dwellings per year (if staged development)

D3. Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This report should include:

- Updated population and demographic profile and projections
- Assessment of dwelling mix: dwelling type and tenure
- Analysis of building and planning permit data: location and type of housing development
- Development of lots >1000sqm
- Prepare a summary sheet of the key findings and directions in the Frankston Housing Strategy and circulate to Council Officers, local developers, industry representatives and the community.

12.6 Specific Housing Needs groups

This Housing Strategy recognises that there are particular population groups in the municipality whose housing needs are not currently or likely to be met in an adequate and appropriate manner in the private rental and mortgage housing market.

This Housing Strategy addresses the following subgroups in the Frankston housing market:

- Youth & students
 - Older people
 - People with a disability.
- E1. Liaise with the community housing sector and service providers to exchange information and research regarding the housing needs and trends of community groups with particular needs.
 - E2. Maintain relationship with Monash University, Peninsula TAFE College and other tertiary institutions regarding the housing needs of current and future students.
 - E3. Encourage student housing in the Frankston MAC and close to the university campuses
 - E4. Develop a student housing policy for the city with locational and good design guidance.
 - E5. Develop a community information strategy to promote housing options for seniors. This should include options regarding alternate housing forms as well as information related to housing assistance and maintenance (e.g. suppliers of maintenance, gardening, electricians)
 - E6. Undertake research identifying appropriate models to assist brokering the downsizing of elderly residents in unmanageable accommodation in partnership with local housing and service providers.
 - E7. Prepare design guidelines for retirement villages in Frankston which:
 - Mandate a level of housing mix (tenant and private owner)
 - Provide a level of integrated social and for profit housing to suit developer requirements
 - Include locational and physical attributes for new villages
 - E8. Develop a strategy to attract unbonded nursing home beds into the municipality for location in areas with the lowest socio-economic outcomes.
 - E9. Consider inclusion of 'universal design principles' in local Urban Design Frameworks and Engineering Standards and Design Manuals.

Housing Affordability for All Theme

12.7 Housing Affordability

Council has limited capacity to influence the general affordability of housing throughout the municipality. Notwithstanding this Strategy seeks to influence the type, location and amenity of future housing – all of which influence its affordability. It is also recognised that improving access to better educational outcomes is vital in building resilience to housing stress. Without attention to educational attainment for current residents, many will remain particularly vulnerable to changes in the job market and movements in housing prices, leaving many exposed to the pressures of any rental or mortgage housing uplift. Accordingly there is a need for Council to address the connections between housing outcomes, educational attainment, income and lifelong health outcomes to build the resilience of all residents to housing stress, now and in the future. This requires an integrated solution, one which cannot be addressed solely by a Housing Strategy, and which will require partnerships with a range of government, private and not-for-profit organisations.

It is also recognised that the incorporation of ESD principles in new housing, and through alterations, improves the energy and water efficiency in homes. This can help to address long-term housing affordability issues by reducing ongoing energy and water usage costs for the occupant.

The Housing Framework Plan identifies opportunities for the significant development and redevelopment of housing stock in substantial change and at key intensification areas. Housing growth in these locations provides potential for the provision of affordable housing, either through negotiation with developers, including Places Victoria, or advocacy with State government and housing providers.

- F1. Advocate for the Office of Housing to undertake an assessment of the current public housing stock allocation and purpose in order to ensure it reflects both local need and requirements for transitional and crisis housing.
- F2. Consider incorporating affordable housing in the redesign and redevelopment of Council assets, such as neighbourhood houses, libraries and community centres.
- F3. Identify examples of successful affordable housing models in the municipality and surrounds, and publicise as case studies to the private, public and not-for profit sector.
- F4. Develop relationships with those social housing providers most likely to house vulnerable populations within the Frankston community. This includes those currently in rooming houses, caravan parks, sleeping rough, 'couch surfing' or currently homeless.
- F5. Broker partnerships, as appropriate, between developers and social housing providers in the redevelopment of strategic sites throughout the municipality.
- F6. Provide information to Council's Statutory Planners regarding the affordable housing needs of the City, to use in negotiations with developers.

12.8 Rooming Houses and Caravan Parks

The extensive and growing supply of rooming houses in Frankston, both registered and unregistered, is considered too far exceed the number of local persons who might choose rooming house style accommodation for lifestyle purposes. As such, the rapid increase in this type of housing stock reflects

issues of availability and affordability of appropriate singles alternatives, rather than choice for most people.

Well-run, registered and Prescribed Accommodation Regulation-compliant rooming houses are appropriate forms of accommodation for emergency and transitional clients, but only where there are no concerns about support, vulnerability, violence, or social skills and capacity of the client.

Caravan Parks cater to a number of different sub-markets including tourists, owners of moveable dwellings, renters of moveable dwellings, and residents living in smaller cabins. It is estimated that 60% of the business of existing caravan parks is providing permanent accommodation for less than 600 persons.

- F7. Develop a target number of rooming house beds for the City of Frankston. Engage with the rooming house sector with a view to firmly invoking the Public Health and Well Being Act and the Building Code, requiring registration of known rooming houses, including those unregistered premises noted on the Rates Database.
- F8. Develop an internal protocol to ensure that any planning permit applications made for a change of use in existing caravan parks is communicated in a systematic way in the housing and support sector, triggering a housing support response.


Urban Design and Environmental Sustainability Theme

12.9 Urban Design and Environmental Sustainability

There are opportunities through this Housing Strategy to improve the environmental performance of the municipality's existing and new housing stock. The majority of the municipality's housing stock (73%) was constructed prior to the implementation of any national energy efficient insulation standard. Therefore it is important that the future housing stock is designed and constructed to effectively and efficiently manage comfort whilst improving the environmental performance of buildings and mitigating against climate change.

There is a need to ensure that the potential impacts of climate change on the municipality continue to be monitored and planned for, particularly in regard to the location and design of future housing. The City contains areas prone to bushfire, inundation and flooding as parts of Frankston City, such as low lying areas close to the coast are at risk. There are also areas which possess significant cultural, environmental and landscape values. Where these areas are zoned for residential development, they will require careful management and protection from intensive and inappropriate development.

- G1. Prepare and adopt design guidelines for identified opportunity sites 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.
- G2. Investigate programs and initiatives to broker the retrofitting of older less efficient housing to reduce energy and water consumption.
- G3. Advocate to the Victorian Government and the Australian Building Code Board to strengthen the ESD performance for all new developments and to introduce a state based ESD planning policy for consistency across local government.

- 
- G4. Provide information regarding ESD principles in materials provided to applicants at pre-application meetings to ensure that they are taken into account in the site analysis and design response for a new and existing dwellings.
 - G5. Investigate Council participating and implementing the Sustainable Design Assessment in the Planning Process (SDAPP) framework to provide a consistent methodology across local councils in Victoria for requesting built environment sustainability outcomes through the planning process.



High Lane, Frankston

13.0 Implementation

13.1 Council's role

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

Frankston City Council will play different roles in the implementation of this Housing Strategy. These will vary between the roles of Planner, Provider, Advocate, Partner/Facilitator, Educator and Regulator. A description of these various roles is provided below.

Planner – in relation to its urban and social planning responsibilities

Advocate – representing community needs and interests to Commonwealth and State Governments and the private sector.

Partner / 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.

13.2 Priority

Actions have been prioritised into high, medium, low and ongoing to be completed over the lifetime of the strategy. Priorities should be periodically reviewed and reassessed in line with available budgets, resources and funding opportunities.

The timeframe for completing prioritised actions is:

- **High** – Action to occur over the next 1-3 years.
- **Medium** – Action to occur over the next 4-6 years.
- **Low** – Action to occur over the next 7-10 years.
- **Ongoing** – Action to be undertaken on an ongoing basis.

13.3 Implementation Plan

The Implementation Plan is presented under the four key themes of the Frankston Housing Strategy.

ACTION	COUNCIL'S ROLE	LEAD DEPARTMENT	PRIORITY
LOCATION AND CAPACITY			
A Location Of Housing Growth			
A1. Amend the Municipal Strategic Statement to include the Consolidated Frankston Housing Framework Plan.	Planner	Planning and Environment	High
A2. Amend the Municipal Strategic Statement to include the policy objectives and directions for substantial, incremental and minimal change areas and to include the results and adjusted population forecasts from the 2016 Census.	Planner	Planning and Environment	High
A3. Amend the Frankston Planning Scheme Local planning Policy Framework to include the following updates and changes: <ul style="list-style-type: none"> i. Amend the Frankston Planning Scheme to include the Frankston Housing Strategy as a Reference ii. Under 22-04 Settlement, delete the following two points and at the same time introduce the new map and proposed zones <ul style="list-style-type: none"> a. Revise the Housing Framework Map having regard to new housing projections and state policy. b. Investigate the application of new residential zones to the City's residential areas. iii. Change all references to the CAD to the FMAC. iv. Under Clause 22 Objective 4, update the reference to the Neighbourhood Character Study 2002. v. Under Clause 22 Objective 6, update the reference to the Non-residential Uses in Residential Zones Policy. 	Planner	Planning and Environment	High
A4. Amend the Frankston Planning Scheme to apply the Neighbourhood Residential Zone to land key land parcels that are currently zoned General Residential, consistent with the directions of the Frankston Housing Strategy for minimal change areas.	Planner	Planning and Environment	High

A5. Maintain the General Residential Zone for the majority of land parcels currently zoned General Residential, consistent with the directions of the Frankston Housing Strategy for incremental change areas	Planner	Planning and Environment	Ongoing
A6. Amend the Frankston Planning Scheme to apply the Residential Growth Zone to key land parcels that are currently zoned General Residential consistent with directions the Frankston Housing Strategy for substantial change areas	Planner	Planning and Environment	High
A7. Amend the Frankston Planning Scheme to apply the Mixed Use Zone to key land parcels that are currently zoned for commercial or special purposes, consistent with directions the Frankston Housing Strategy for selected substantial change areas.	Planner	Planning and Environment	High
A8. Convene a Frankston Housing Reference Group, including industry representatives from the private and public sector, to regularly meet and discuss key housing issues and trends affecting the municipality. Membership should include, but not be limited to, representatives from the Office of Housing, Department of Education and Early Childhood Development, Places Victoria, Council, housing providers (social housing and rooming houses) and private developers.	Partner / Facilitator Educator	Community Strengthening–)	High
B Servicing & Amenity			
B1. Develop a Community Infrastructure Plan for Council to identify shortfalls and gaps in existing infrastructure services and establish future requirements for Council's infrastructure.	Planner	Community Strengthening (leading) Infrastructure Department(leading)	High
B2. Consider applying a Development Plan Overlay or detailed policy for larger opportunity sites identified in the Housing Framework Plan, requiring new developments to consider, and if appropriate, include provision of community infrastructure and open space.	Planner	Planning and Environment	Medium
B3. Advocate Department of Transport undertake review of public transport services and identify, as necessary, the need for additional or expanded public transport services to cater to future housing growth as identified in the Housing Framework Plan	Advocate	Infrastructure (leading) Planning and Environment (secondary)	Medium
B4. Advocate to Melbourne Water to undertake a study of servicing infrastructure in SBO areas to ensure the network can appropriately cater to increased	Advocate	Infrastructure	Medium

residential densities and ensure the timely upgrade of infrastructure as required for precinct development.

B5. Develop a Funding Strategy for the delivery of servicing and soft infrastructure needed to support future housing growth. This may include recommendations for the application of the Developer Contributions Overlay, and other mechanisms to inform planning permit and amendment negotiations.

Planner

Infrastructure (leading)

Medium

Planning and Environment
(secondary)

B6. Undertake the investigation in consultation with Melbourne Water through a specific study into the significance and management of the Seaford Wetlands and its residential environs, with a view to implement a specific DDO for this location.

Planner

Planning and Environment

Medium

C Facilitating Residential Development

C1. Liaise with development industry to highlight opportunities for future residential development in the City, in accordance with the Housing Framework Plan and to identify any constraints/impediments to housing delivery (e.g. planning delay, cost of development, insufficient land values, high infrastructure costs, tight bank lending criteria etc),.

Advocate

Planning and Environment

High

C2. Monitor housing delivery and consumption rates, including quantity, quality and location bi-annually.

Planner

Planning and Environment

Ongoing

C3. Advocate to Places Victoria and the Victoria Planning Authority to undertake housing renewal projects within the City, particularly with the FMAC Structure Plan area and the Karingal Activity Centre Structure Plan area.

Advocate

Planning and Environment

High

C4. Explore the potential to partner with the private sector and develop a multi-dwelling demonstration project

Partner /
Facilitator

Planning and Environment
(lead)
Property Department
(support)

Low

C5. Advocate to State Government to attract funding/grants for local housing projects and studies to identify local development constraints

Advocate

Planning and Environment

High

<p>C6. Develop a local policy and guidelines that encourage housing typologies and provide design advice relevant to identified areas of change, for example:</p> <ul style="list-style-type: none"> ➤ in Substantial Change Areas – address development facilitation, housing diversity, universal design, environmental sustainability, car parking, on and off site amenity impacts and public realm interfaces. ➤ in Incremental Change Areas – implementation of preferred neighbourhood character statements, site responsiveness, housing diversity, universal design, environmental sustainability, and interfaces with adjoining residential areas. ➤ in Minimal Change Areas – address preserving heritage and environmental values, enhancing neighbourhood character, internal amenity, and interfaces with adjoining residential lots. <p>The guidelines should contain design principles and case studies of preferred design outcomes for different housing types across the City. The guidelines should be designed for use by Council staff, as well as the development industry and community.</p>	Planner	Planning & Environment	High
<p>C7. Prepare guidelines for Neighbourhood Activity Centres which:</p> <ul style="list-style-type: none"> ➤ Evaluate their alignment with the areas of change identified in this Strategy ➤ Consider the appropriate dwelling mix ➤ Identify appropriate public realm initiatives that will support and complement the development of private land; <p>Review associated planning policies and controls, as necessary, to reflect the extent of housing growth and change envisaged by the Housing Framework Plan.</p>	Planner	Planning and Environment	Medium
D Monitoring & Industry Engagement			
<p>D1. Implement a co-ordinated development data collection system. This central system should house both planning permit and building permit information</p>	Planner	Planning and Environment	High

at a minimum, and include the following inputs where possible:

- Address, property identifier and suburb (must be linked to the GIS for mapping and spatial analysis purposes)
- Zones and overlays
- Activities Area (if applicable)
- Housing change area (as per Housing Framework Plan)
- Land use (eg. residential, commercial, retail, industrial, institution)
- Category (eg. new building, extension, demolition, change of use, etc)
- Number of dwellings (if residential)
- Parcel area, floorspace and number of storeys (if available)
- No. of bedrooms (if dwelling)
- Permit type (building or planning) and permit application ID
- Permit status
- Date information (date lodged, date granted, etc.)
- Year
- Description

D2. Develop a monitoring system for development within Activities Areas. This should include:

- Project/Development Name
- Number of dwellings
- Number of storeys
- Street address
- Suburb
- Number of dwellings per year (if staged development)

Planner

Planning and Environment

High

D3. Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This report should include:

- Updated population and demographic profile and projections
- Assessment of dwelling mix: dwelling type and tenure
- Analysis of building and planning permit data: location and type of housing development
- Development of lots >1000sqm

Prepare a summary sheet of the key findings and directions in the Frankston Housing Strategy and circulate to Council officers, local

Educator

Planning and Environment

Ongoing

developers, industry representatives and the community.

E PARTICULAR HOUSING NEEDS

E1. Liaise with the community housing sector and service providers to exchange information and research regarding the housing needs and trends of community groups with particular needs.

Partner /
Facilitator

Community Strengthening
(lead)

Ongoing

Family Health Support
Services (secondary)

E2. Maintain relationships with Monash University, Peninsula TAFE College and other tertiary institutions regarding the housing needs of current and future students.

Partner /
Facilitator

Economic Development
(primary)

Ongoing

Planning and Environment
(Secondary)

E3. Encourage student housing in the FMAC structure plan area and close to the university campuses

Planner

Planning and Environment
(Lead)

Ongoing

Economic Development
(secondary)

E4. Develop a student housing policy for the city with locational and good design guidance.

Partner /
Facilitator

Planning and Environment
(lead)

Medium

E5. Develop a community information strategy to promote housing options for seniors.

Planner
Educator

Family Health Support
Services (lead)

Medium

This should include options regarding alternate housing forms as well as information related to housing assistance and maintenance (e.g. suppliers of maintenance, gardening, electricians).

Community Strengthening
(secondary)

E6. Undertake research identifying appropriate models to assist brokering the downsizing of elderly residents in unmanageable accommodation in partnership with local housing and service providers.

Planner
Partner /
Facilitator

Community Strengthening
(primary)

Medium

E7. Prepare design guidelines for retirement villages in Frankston which

Partner /
Facilitator
Regulator

Planning and Environment
(primary)

Low

- Mandate a level of housing mix (tenant and private owner)
- Provide a level of integrated social and for profit housing to suit developer requirements
- Include locational and physical attributes for new villages

E8. Develop a strategy to attract unbonded nursing home beds into the municipality for location in areas with the lowest socio-economic outcomes.

Partner /
Facilitator

Planning & Environment
(collaborative)

Low

Community Strengthening

		(collaborative)	
E9. Consider inclusion of 'universal design principles' in local Urban Design Frameworks and Engineering Standards and Design Manuals.	Planner Regulator	Planning and Environment	Ongoing
F AFFORDABLE HOUSING			
F1. Advocate 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 Inclusionary Zoning and other affordable housing targets into the Victorian State Planning Scheme	Advocate/ Planner	Planning and Environment	High
F2. Consider incorporating affordable housing in the redesign and redevelopment of Council assets, such as neighbourhood houses, libraries and health centres.	Planner Partner / Facilitator	Sustainable Assets Planning & Environment (collaborative)	Ongoing
F3. Identify examples of successful affordable housing models in the municipality and surrounds, and publicise as case studies to the private, public and not-for-profit sector.	Educator	Planning and Environment (primary) Community Strengthening(secondary)	Medium
F4. Develop relationships with those social housing providers most likely to house vulnerable populations within the Frankston community. This includes those currently in rooming houses, caravan parks, sleeping rough, 'couch surfing' or currently homeless.	Partner / Facilitator	Community Strengthening (lead) Family Health Support Services (secondary)	Ongoing
F5. Broker partnerships, as appropriate, between developers and social housing providers in the redevelopment of strategic sites throughout the municipality.	Partner / Facilitator	Planning and Environment (primary) Community Strengthening (secondary)	Ongoing
F6. Provide information to Council's Statutory Planners regarding the affordable housing needs of the City, to use in negotiations with developers.	Regulator	Planning and Environment (collaborative) Community Strengthening (collaborative)	High
F7. Develop a target number of rooming house beds for the City of Frankston. Engage with the rooming house sector with a view to firmly invoking the Public Health and Well Being Act and the Building Code, requiring registration of known rooming houses, including those unregistered premises noted on the Rates Database	Regulator	Community Development (collaborative) Community Safety (collaborative)	High
F8. Develop an internal protocol to ensure that any planning permit applications made for a change of use in existing caravan parks is communicated in a systematic way in the housing and support sector,	Planner	Planning and Environment (primary) Community Strengthening	High

triggering a housing support response.

(secondary)

G PROMOTING SUSTAINABLE RESIDENTIAL DESIGN

G1. Prepare and adopt design guidelines for identified opportunity sites 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

Planning and Environment

Medium

G2. Investigate programs and initiatives to broker the retrofitting of older less efficient housing to reduce energy and water consumption.

Partner /
Facilitator

Planning and Environment)

Medium

G3. Advocate to the Victorian Government and the Australian Building Code Board to strengthen the ESD performance requirements for all new developments and to introduce a state based ESD planning policy for consistency across local government.

Advocate

Planning and Environment

Ongoing

G4. Provide information regarding ESD principles in material provided to applicants at pre-application meetings to ensure that they are taken into account in the site analysis and design response for new and existing dwellings.

Educator /
Advocate

Planning and Environment

High

G5. Investigate Council participating and implementing the Sustainable Design Assessment in the Planning Process (SDAPP) framework to provide a consistent methodology across local councils in Victoria for requesting built environment sustainability outcomes through the planning process.

Planner /
Educator

Planning and Environment
(lead

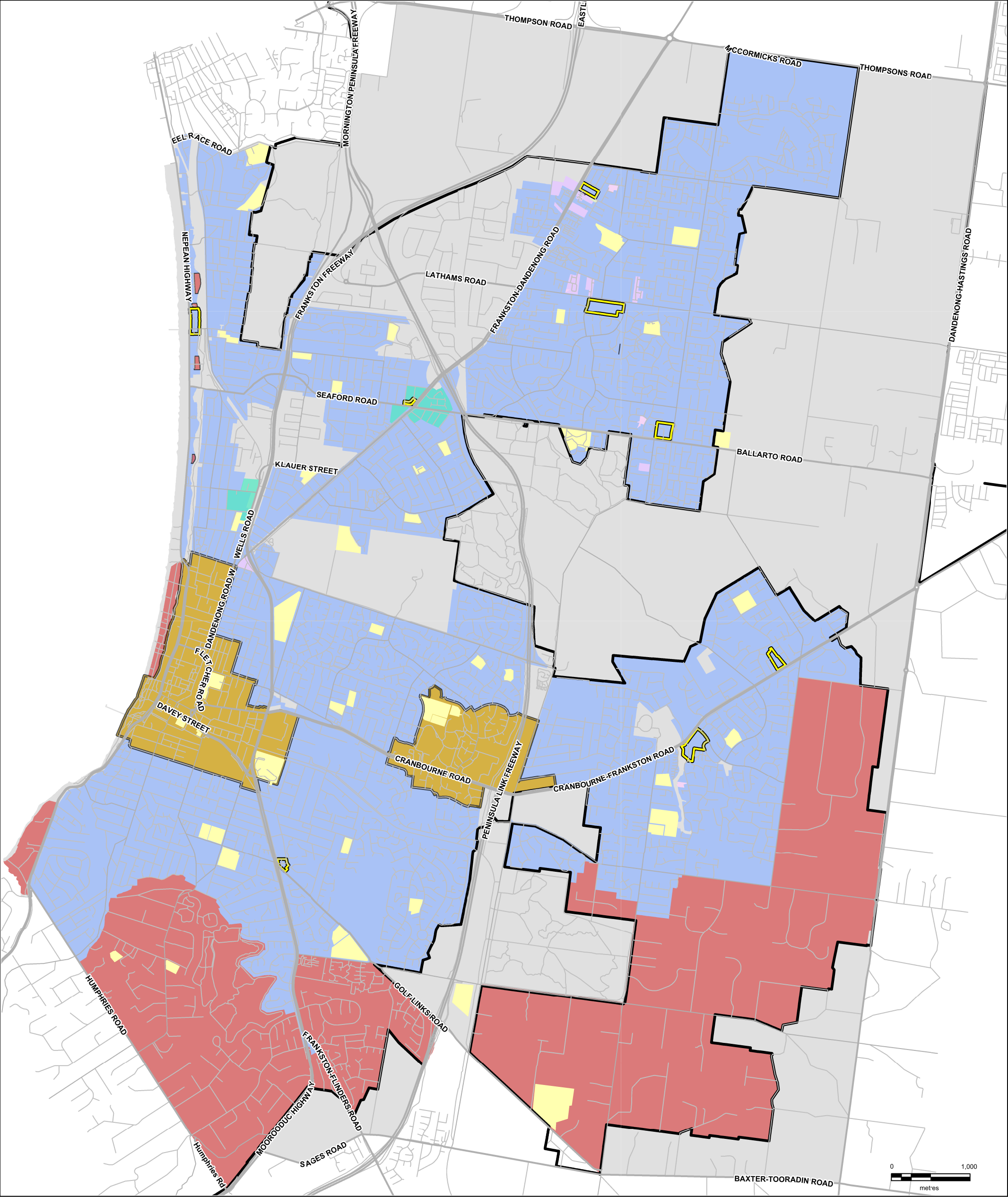
High

Sustainable
(secondary) Assets



Consolidated Frankston City Housing Framework Plan

The following plan is proposed to be included in Clause 21.07 of the FPS. It clearly indicates the impact of the urban growth boundary on residential expansion and nominates areas for higher residential densities in the Frankston Metropolitan Activity Centre, Karingal Hub and other key locations adjacent to activity centres, the transport facilities and important employment and educational areas across the municipality.



Housing Change Areas

- Major Activity Structure Plan Areas
- Substantial Change Opportunity Sites
- Substantial Change Areas
- Incremental Change Areas
- Minimal Change Areas
- Non - Residential Areas

- Urban Growth Boundary
- Key Centre
- Education

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Appendix 1: References

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24. Victorian State Government (2000) **Frankston Planning Scheme (2000)** (as updated), Victorian State Government, Melbourne
25. Victorian State Government (1996) **Victorian Planning Provisions** (as updated), Victorian State Government, Melbourne

Appendix 2: Particular Provisions

The following specific provisions of the Frankston Planning Scheme have a direct impact on new residential development in Frankston City:

Clause 52.06 Car parking:	sets out the required number of car spaces to be provided for new development.
Clause 52.00 Home Occupation:	governs the use of dwellings for home based business use
Clause 52.21 Private Tennis Court:	allows a private tennis court without the need for a permit
Clause 52.22 Crisis Accommodation:	allows the use of a dwelling for crisis accommodation without the need for a permit
Clause 52.23 Shared Housing:	allows the use of a dwelling for shared housing without the need for a permit
Clause 52.24 Community Care Unit:	allows for specialised care services to be provided in self-contained accommodation without the need for a permit.
Clause 54 One dwelling on a Lot:	ResCode single dwelling design provisions
Clause 55 Two or more dwellings:	ResCode multi-dwelling design provisions
Clause 56 Residential Subdivisions:	ResCode subdivision provisions
Clause 58 Apartment Developments:	ResCode apartments design provisions

These provisions are the detailed controls that are used to assess new planning applications and their compliance with the Frankston Planning Scheme. Depending on the type of residential development that is being proposed, two or more of these 'particular provisions' will be relevant to the assessment of the application.

The provisions set out in Clauses 54 and 55 are collective known as 'ResCode' and apply to residential developments up to 4 storeys. For residential developments of 5 storeys and more, the State Government implemented in April 2017 Clause 58 which encourages apartment developments to meet The State Government's recently released "Better Apartments" design standards.



Appendix 3: Residential Growth Zone

32.07

16/01/2018
VC142

RESIDENTIAL GROWTH ZONE

Shown on the planning scheme map as **RGZ** with a number (if shown).

Purpose

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To provide housing at increased densities in buildings up to and including four storey buildings.

To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.

To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas.

To ensure residential development achieves design objectives specified in a schedule to this zone.

To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

32.07-1

27/03/2017
VC110

Design objectives

A schedule to this zone must contain the design objectives to be achieved for the area.

32.07-2

16/01/2018
VC142

Table of uses

Section 1 - Permit not required

Use	Condition
Animal keeping (other than Animal boarding)	Must be no more than 2 animals.
Bed and breakfast	No more than 10 persons may be accommodated away from their normal place of residence. At least 1 car parking space must be provided for each 2 persons able to be accommodated away from their normal place of residence.
Dependent person's unit	Must be the only dependent person's unit on the lot.
Dwelling (other than Bed and breakfast)	
Food and drink premises (other than Convenience restaurant, Hotel and Tavern)	The land must be located within 100 metres of a commercial zone or Mixed Use Zone and must adjoin, or have access to, a road in a Road Zone. The land must have the same street frontage as the land in the commercial zone or Mixed Use Zone. The leasable floor area must not exceed 100 square metres.
Home based business	
Informal outdoor recreation	
Medical centre	The gross floor area of all buildings must not exceed 250 square metres.
Place of worship	The gross floor area of all buildings must not exceed 250 square metres. The site must adjoin, or have access to, a

Use	Condition
	road in a Road Zone.
Railway	
Residential aged care facility	
Shop (other than Adult sex product shop and Bottle shop)	<p>The land must be located within 100 metres of a commercial zone or Mixed Use Zone and must adjoin, or have access to, a road in a Road Zone.</p> <p>The land must have the same street frontage as the land in the commercial zone or Mixed Use Zone.</p> <p>The leasable floor area must not exceed 100 square metres.</p>
Tramway	
Any use listed in Clause 62.01	Must meet the requirements of Clause 62.01.

Section 2 – Permit required

Use	Condition
Accommodation (other than Dependent person's unit, Dwelling and Residential aged care facility)	
Agriculture (other than Animal keeping, Animal training, Apiculture, Horse stables and Intensive animal husbandry)	
Animal keeping (other than Animal boarding) – if the Section 1 condition is not met	Must be no more than 5 animals.
Car park	Must be used in conjunction with another use in Section 1 or 2.
Car wash	The site must adjoin, or have access to, a road in a Road Zone.
Convenience restaurant	The site must adjoin, or have access to, a road in a Road Zone.
Convenience shop – if the Section 1 conditions to Shop are not met.	
Hotel	
Leisure and recreation (other than Informal outdoor recreation and Motor racing track)	
Market	
Office (other than Medical centre)	<p>The land must be located within 100 metres of a commercial zone.</p> <p>The land must have the same street frontage as the land in the commercial zone.</p> <p>The leasable floor area must not exceed 250 square metres.</p>
Place of assembly (other than Amusement parlour, Carnival, Circus, Nightclub and Place of worship)	
Plant nursery	
Service station	<p>The site must either:</p> <ul style="list-style-type: none"> Adjoin a commercial zone or industrial zone. Adjoin, or have access to, a road in a

Use	Condition
	Road Zone. The site must not exceed either: <ul style="list-style-type: none"> 3000 square metres. 3600 square metres if it adjoins on two boundaries a road in a Road Zone.
Shop (other than Adult sex product shop, Bottle shop and Convenience shop) – if the Section 1 conditions are not met	The land must be located within 100 metres of a commercial zone or Mixed Use Zone. The land must have the same street frontage as the land in the commercial zone or Mixed Use Zone.
Store	Must be in a building, not a dwelling, and used to store equipment, goods, or motor vehicles used in conjunction with the occupation of a resident of a dwelling on the lot.
Tavern	
Utility installation (other than Minor utility installation and Telecommunications facility)	
Any other use not in Section 1 or 3	

Section 3 – Prohibited

Use
Adult sex product shop
Amusement parlour
Animal boarding
Animal training
Bottle shop
Brothel
Cinema based entertainment facility
Horse stables
Industry (other than Car wash)
Intensive animal husbandry
Motor racing track
Nightclub
Retail premises (other than Food and drink premises, Market, Plant nursery and Shop)
Saleyard
Stone extraction
Transport terminal
Warehouse (other than Store)

32.07-3

27/03/2017
VC110

Subdivision

Permit requirement

A permit is required to subdivide land.

An application to subdivide land, other than an application to subdivide land into lots each containing an existing dwelling or car parking space, must meet the requirements of Clause 56 and:

- Must meet all of the objectives included in the clauses specified in the following table.

- Should meet all of the standards included in the clauses specified in the following table.

Class of subdivision	Objectives and standards to be met
60 or more lots	All except Clause 56.03-5.
16 – 59 lots	All except Clauses 56.03-1 to 56.03-3, 56.03-5, 56.06-1 and 56.06-3.
3 – 15 lots	All except Clauses 56.02-1, 56.03-1 to 56.03-4, 56.05-2, 56.06-1, 56.06-3 and 56.06-6.
2 lots	Clauses 56.03-5, 56.04-2, 56.04-3, 56.04-5, 56.06-8 to 56.09-2.

32.07-4

16/01/2018
VC142

Construction and extension of one dwelling on a lot

Permit requirement

A permit is required to construct or extend one dwelling on a lot less than 300 square metres

A development must meet the requirements of Clause 54.

No permit required

No permit is required to:

- Construct or carry out works normal to a dwelling.
- Construct or extend an out-building (other than a garage or carport) on a lot provided the gross floor area of the out-building does not exceed 10 square metres and the maximum building height is not more than 3 metres above ground level.
- Make structural changes to a dwelling provided the size of the dwelling is not increased or the number of dwellings is not increased.

32.07-5

13/04/2017
VC136

Construction and extension of two or more dwellings on a lot, dwellings on common property and residential buildings

Permit requirement

A permit is required to:

- Construct a dwelling if there is at least one dwelling existing on the lot.
- Construct two or more dwellings on a lot.
- Extend a dwelling if there are two or more dwellings on the lot.
- Construct or extend a dwelling if it is on common property.
- Construct or extend a residential building.

A permit is required to construct or extend a front fence within 3 metres of a street if:

- The fence is associated with 2 or more dwellings on a lot or a residential building, and
- The fence exceeds the maximum height specified in Clause 55.06-2.

A development must meet the requirements of Clause 55. This does not apply to a development of five or more storeys, excluding a basement.

An apartment development of five or more storeys, excluding a basement, must meet the requirements of Clause 58.

A permit is not required to construct one dependent person's unit on a lot.

Transitional provisions

Clause 55 of this scheme, as in force immediately before the approval date of Amendment VC136, continues to apply to:

- An application for a planning permit lodged before that date.
- An application for an amendment of a permit under section 72 of the Act, if the original permit application was lodged before that date.

Clause 58 does not apply to:

- An application for a planning permit lodged before the approval date of Amendment VC136.
- An application for an amendment of a permit under section 72 of the Act, if the original permit application was lodged before the approval date of Amendment VC136.

32.07-6

27/03/2017
VC110

Requirements of Clause 54 and Clause 55

A schedule to this zone may specify the requirements of:

- Standards A3, A5, A6, A10, A11, A17 and A20 of Clause 54 of this scheme.
- Standards B6, B8, B9, B13, B17, B18, B28 and B32 of Clause 55 of this scheme.

If a requirement is not specified in a schedule to this zone, the requirement set out in the relevant standard of Clause 54 or Clause 55 applies.

32.07-7

27/03/2017
VC110

Buildings and works associated with a Section 2 use

A permit is required to construct a building or construct or carry out works for a use in Section 2 of Clause 32.07-2.

32.07-8

27/03/2017
VC110

Maximum building height requirement for a dwelling or residential building

A building must not be constructed for use as a dwelling or a residential building that exceeds the maximum building height specified in a schedule to this zone.

If no maximum building height is specified in a schedule to this zone, the building height should not exceed 13.5 metres.

This building height requirement replaces the maximum building height specified in Standard A4 in Clause 54 and Standard B7 in Clause 55.

A building may exceed the maximum building height specified in a schedule to this zone if:

- It replaces an immediately pre-existing building and the new building does not exceed the building height of the pre-existing building.
- There are existing buildings on both abutting allotments that face the same street and the new building does not exceed the building height of the lower of the existing buildings on the abutting allotments.
- It is on a corner lot abutted by lots with existing buildings and the new building does not exceed the building height of the lower of the existing buildings on the abutting allotments.
- It is constructed pursuant to a valid building permit that was in effect prior to the introduction of this provision.

An extension to an existing building may exceed the maximum building height specified in a schedule to this zone if it does not exceed the building height of the existing building.

A building may exceed the maximum building height by up to 1 metre if the slope of the natural ground level, measured at any cross section of the site of the building wider than 8 metres, is greater than 2.5 degrees.

The maximum building height requirement in this zone or a schedule to this zone applies whether or not a planning permit is required for the construction of a building.

Building height if land is subject to inundation

If the land is in a Special Building Overlay, Land Subject to Inundation Overlay or is land liable to inundation the maximum building height specified in the zone or schedule to the zone is the vertical distance from the minimum floor level determined by the relevant drainage authority or floodplain management authority to the roof or parapet at any point.

32.07-9

27/03/2017
VC110

Buildings on lots that abut another residential zone

Any buildings or works constructed on a lot that abuts land which is in a General Residential Zone, Neighbourhood Residential Zone, or Township Zone must meet the requirements of Clauses 55.04-1, 55.04-2, 55.04-3, 55.04-5 and 55.04-6 along that boundary.

32.07-10

13/04/2017
VC136

Application requirements

An application must be accompanied by the following information, as appropriate:

- For a residential development of four storeys or less, the neighbourhood and site description and design response as required in Clause 54 and Clause 55.
- For an apartment development of five or more storeys, an urban context report and design response as required in Clause 58.01.
- For an application for subdivision, a site and context description and design response as required in Clause 56.
- Plans drawn to scale and dimensioned which show:
 - Site shape, size, dimensions and orientation.
 - The siting and use of existing and proposed buildings.
 - Adjacent buildings and uses.
 - The building form and scale.
 - Setbacks to property boundaries.
- The likely effects, if any, on adjoining land, including noise levels, traffic, the hours of delivery and despatch of good and materials, hours of operation and light spill, solar access and glare.
- Any other application requirements specified in a schedule to this zone.

If in the opinion of the responsible authority an application requirement is not relevant to the evaluation of an application, the responsible authority may waive or reduce the requirement.

32.07-11

27/03/2017
VC110

Exemption from notice and review

Subdivision

An application to subdivide land is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

32.07-12

29/08/2017
VC139

Decision guidelines

Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority must consider, as appropriate:

General

- The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- The purpose of this zone.
- The objectives set out in a schedule to this zone.
- Any other decision guidelines specified in a schedule to this zone.

Subdivision

- The pattern of subdivision and its effect on the spacing of buildings.
- For subdivision of land for residential development, the objectives and standards of Clause 56.

Dwellings and residential buildings

- For the construction of one dwelling on a lot, whether the development is an under-utilisation of the lot.
- For the construction and extension of one dwelling on a lot, the objectives, standards and decision guidelines of Clause 54.
- For the construction and extension of two or more dwellings on a lot, dwellings on common property and residential buildings, the objectives, standards and decision guidelines of Clause 55. This does not apply to an apartment development of five or more storeys, excluding a basement.
- For the construction and extension of an apartment development of five or more storeys, excluding a basement, the objectives, standards and decisions guidelines of Clause 58.

Non-residential use and development

- Whether the use or development is compatible with residential use.
- Whether the use generally serves local community needs.
- The scale and intensity of the use and development.
- The design, height, setback and appearance of the proposed buildings and works.
- The proposed landscaping.
- The provision of car and bicycle parking and associated accessways.
- Any proposed loading and refuse collection facilities.
- The safety, efficiency and amenity effects of traffic to be generated by the proposal.

32.07-13 Advertising signs

27/03/2017
VC110

Notes:

Advertising sign requirements are at Clause 52.05. This zone is in Category 3.

Refer to the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement, for strategies and policies which may affect the use and development of land.

Check whether an overlay also applies to the land.

Other requirements may also apply. These can be found at Particular Provisions.



Appendix 4: Neighbourhood Residential Zone

32.09 NEIGHBOURHOOD RESIDENTIAL ZONE

16/01/2018
VC142

Shown on the planning scheme map as **NRZ** with a number (if shown).

Purpose

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To recognise areas of predominantly single and double storey residential development.

To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.

To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

32.09-1 Neighbourhood character objectives

27/03/2017
VC110

A schedule to this zone must contain the neighbourhood, heritage, environment or landscape character objectives to be achieved for the area.

32.09-2 Table of uses

16/01/2018
VC142

Section 1 - Permit not required

Use	Condition
Animal keeping (other than Animal boarding)	Must be no more than 2 animals.
Bed and breakfast	No more than 10 persons may be accommodated away from their normal place of residence. At least 1 car parking space must be provided for each 2 persons able to be accommodated away from their normal place of residence.
Dependent person's unit	Must be the only dependent person's unit on the lot.
Dwelling (other than Bed and breakfast)	
Home based business	
Informal outdoor recreation	
Medical centre	The gross floor area of all buildings must not exceed 250 square metres. Must be located in an existing building. The site must adjoin, or have access to, a road in a Road Zone. Must not require a permit under clause 52.06-3.
Place of worship	The gross floor area of all buildings must not exceed 250 square metres. The site must adjoin, or have access to, a road in a Road Zone. Must not require a permit under clause 52.06-3.
Railway	
Residential aged care facility	
Tramway	

Use	Condition
Any use listed in clause 62.01	Must meet the requirements of Clause 62.01.

Section 2 - Permit required

Use	Condition
Accommodation (other than Dependent person's unit, Dwelling and Residential aged care facility)	
Agriculture (other than Animal keeping, Animal training, Apiculture, Horse stables and Intensive animal husbandry)	
Animal keeping (other than Animal boarding) – if the Section 1 condition is not met	Must be no more than 5 animals.
Car park	Must be used in conjunction with another use in Section 1 or 2.
Car wash	The site must adjoin, or have access to, a road in a Road Zone.
Convenience restaurant	The site must adjoin, or have access to, a road in a Road Zone.
Convenience shop	The leasable floor area must not exceed 80 square metres.
Food and drink premises (other than Convenience restaurant and Take away food premises)	
Leisure and recreation (other than Informal outdoor recreation and Motor racing track)	
Market	
Place of assembly (other than Amusement parlour, Carnival, Circus, Nightclub and Place of worship)	
Plant nursery	
Service station	The site must either: Adjoin a commercial zone or industrial zone. Adjoin, or have access to, a road in a Road Zone. The site must not exceed either: 3000 square metres. 3600 square metres if it adjoins on two boundaries a road in a Road Zone.
Store	Must be in a building, not a dwelling, and used to store equipment, goods, or motor vehicles used in conjunction with the occupation of a resident of a dwelling on the lot.
Take away food premises	The site must adjoin, or have access to, a road in a Road Zone.
Utility installation (other than Minor utility installation and Telecommunications facility)	
Any other use not in Section 1 or 3	

Section 3 – Prohibited

Use

Amusement parlour
Animal boarding
Animal training
Brothel
Cinema based entertainment facility
Horse stables
Industry (other than Car wash)
Intensive animal husbandry
Motor racing track
Nightclub
Office (other than Medical centre)
Retail premises (other than, Convenience shop, Food and drink premises, Market and Plant nursery)
Saleyard
Stone extraction
Transport terminal
Warehouse (other than Store)

32.09-3

27/03/2017
VC110

Subdivision

Permit requirement

A permit is required to subdivide land.

An application to subdivide land that creates a vacant lot capable of development for a dwelling or residential building, must ensure that each lot created contains the minimum garden area set out in Clause 32.09-4.

Where a vacant lot less than 400 square metres is created, that lot must contain at least 25 percent of the lot as garden area. This does not apply to land where an approved precinct structure plan or an equivalent strategic plan applies.

A schedule to this zone may specify a minimum lot size to subdivide land. Each lot must be at least the area specified for the land, except where an application to subdivide land is made to create lots each containing an existing dwelling or car parking space, where an application for the existing dwelling or car parking space was made or approved before the approval date of the planning scheme amendment that introduced this clause 32.09 into the planning scheme.

An application to subdivide land, other than an application to subdivide land into lots each containing an existing dwelling or car parking space, must meet the requirements of Clause 56 and:

- Must meet all of the objectives included in the clauses specified in the following table.
- Should meet all of the standards included in the clauses specified in the following table.

Class of subdivision	Objectives and standards to be met
60 or more lots	All except Clause 56.03-5.
16 – 59 lots	All except Clauses 56.03-1 to 56.03-3, 56.03-5, 56.06-1 and 56.06-3.
3 – 15 lots	All except Clauses 56.02-1, 56.03-1 to 56.03-4, 56.05-2, 56.06-1, 56.06-3 and 56.06-6.
2 lots	Clauses 56.03-5, 56.04-2, 56.04-3, 56.04-5, 56.06-8 to 56.09-

32.09-4

27/03/2017
VC110

Construction or extension of a dwelling or residential building

Minimum garden area requirement

Whether or not a planning permit is required for the construction or extension of a dwelling or residential building on a lot, a lot must provide the minimum garden area at ground level as set out in the following table:

Lot size	Minimum percentage of a lot set aside as garden area
400 - 500 square metres	25%
501 - 650 square metres	30%
Above 650 square metres	35%

32.09-5

16/01/2018
VC142

Construction and extension of one dwelling on a lot

Permit requirement

A permit is required to construct or extend one dwelling on:

- A lot of less than 300 square metres.
- A lot of less than the lot size specified in a schedule to this zone.

A permit is required to construct or extend a front fence within 3 metres of a street if:

- The fence is associated with one dwelling on:
 - A lot of less than 300 square metres, or
 - A lot of less than the lot size specified in a schedule to this zone, and
- The fence exceeds the maximum height specified in Clause 54.06-2.

A development must meet the requirements of Clause 54.

No permit required

No permit is required to:

- Construct or carry out works normal to a dwelling.
- Construct or extend an out-building (other than a garage or carport) on a lot provided the gross floor area of the out-building does not exceed 10 square metres and the maximum building height is not more than 3 metres above ground level.
- Make structural changes to a dwelling provided the size of the dwelling is not increased or the number of dwellings is not increased.

32.09-6

13/04/2017
VC136

Construction and extension of two or more dwellings on a lot, dwellings on common property and residential buildings

Permit requirement

A permit is required to:

- Construct a dwelling if there is at least one dwelling existing on the lot.
- Construct two or more dwellings on a lot.

- Extend a dwelling if there are two or more dwellings on the lot.
- Construct or extend a dwelling if it is on common property.
- Construct or extend a residential building.

A permit is required to construct or extend a front fence within 3 metres of a street if:

- The fence is associated with 2 or more dwellings on a lot or a residential building, and
- The fence exceeds the maximum height specified in Clause 55.06-2.

A development must meet the requirements of Clause 55.

A permit is not required to construct one dependent person's unit on a lot.

Transitional provisions

Clause 55 of this scheme, as in force immediately before the approval date of Amendment VC136, continues to apply to:

- An application for a planning permit lodged before that date.
- An application for an amendment of a permit under section 72 of the Act, if the original permit application was lodged before that date.

32.09-7 Requirements of Clause 54 and Clause 55

27/03/2017
VC110

A schedule to this zone may specify the requirements of:

- Standards A3, A5, A6, A10, A11, A17 and A20 of Clause 54 of this scheme.
- Standards B6, B8, B9, B13, B17, B18, B28 and B32 of Clause 55 of this scheme.

If a requirement is not specified in a schedule to this zone, the requirement set out in the relevant standard of Clause 54 or Clause 55 applies.

32.09-8 Buildings and works associated with a Section 2 use

27/03/2017
VC110

A permit is required to construct a building or construct or carry out works for a use in Section 2 of Clause 32.09-2.

32.09-9 Maximum building height requirement for a dwelling or residential building

27/03/2017
VC110

A building must not be constructed for use as a dwelling or a residential building that:

- exceeds the maximum building height specified in a schedule to this zone; or
- contains more than the maximum number of storeys specified in a schedule to this zone.

If no maximum building height or maximum number of storeys is specified in a schedule to this zone:

- the building height must not exceed 9 metres; and
- the building must contain no more than 2 storeys at any point.

A building may exceed the applicable maximum building height or contain more than the applicable maximum number of storeys if:

- It replaces an immediately pre-existing building and the new building does not exceed the building height or contain a greater number of storeys than the pre-existing building.
- There are existing buildings on both abutting allotments that face the same street and the new building does not exceed the building height or contain a greater number of storeys than the lower of the existing buildings on the abutting allotments.

- It is on a corner lot abutted by lots with existing buildings and the new building does not exceed the building height or contain a greater number of storeys than the lower of the existing buildings on the abutting allotments.
- It is constructed pursuant to a valid building permit that was in effect prior to the introduction of this provision.

An extension to an existing building may exceed the applicable maximum building height or contain more than the applicable maximum number of storeys if it does not exceed the building height of the existing building or contain a greater number of storeys than the existing building.

A building may exceed the maximum building height by up to 1 metre if the slope of the natural ground level, measured at any cross section of the site of the building wider than 8 metres, is greater than 2.5 degrees.

A basement is not a storey for the purposes of calculating the number of storeys contained in a building.

The maximum building height and maximum number of storeys requirements in this zone or a schedule to this zone apply whether or not a planning permit is required for the construction of a building.

Building height if land is subject to inundation

If the land is in a Special Building Overlay, Land Subject to Inundation Overlay or is land liable to inundation the maximum building height specified in the zone or schedule to the zone is the vertical distance from the minimum floor level determined by the relevant drainage authority or floodplain management authority to the roof or parapet at any point.

32.09-10 Application requirements

27/03/2017
VC110

An application must be accompanied by the following information, as appropriate:

- For a residential development, the neighbourhood and site description and design response as required in Clause 54 and Clause 55.
- For an application for subdivision, a site and context description and design response as required in Clause 56.
- Plans drawn to scale and dimensioned which show:
 - Site shape, size, dimensions and orientation.
 - The siting and use of existing and proposed buildings.
 - Adjacent buildings and uses, including siting and dimensioned setbacks.
 - The building form and scale.
 - Setbacks to property boundaries.
- The likely effects, if any, on adjoining land, including noise levels, traffic, the hours of delivery and despatch of goods and materials, hours of operation and light spill, solar access and glare.
- Any other application requirements specified in a schedule to this zone.

If in the opinion of the responsible authority an application requirement is not relevant to the evaluation of an application, the responsible authority may waive or reduce the requirement.

32.09-11 Exemption from notice and review

27/03/2017
VC110

Subdivision

An application to subdivide land into lots each containing an existing dwelling or car parking space is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

32.09-12 Decision guidelines

27/03/2017
VC110

Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority must consider, as appropriate:

General

- The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- The purpose of this zone.
- The objectives set out in the schedule to this zone.
- Any other decision guidelines specified in a schedule to this zone.

Subdivision

- The pattern of subdivision and its effect on the spacing of buildings.
- For subdivision of land for residential development, the objectives and standards of Clause 56.

Dwellings and residential buildings

- For the construction and extension of one dwelling on a lot, the objectives, standards and decision guidelines of Clause 54.
- For the construction and extension of two or more dwellings on a lot, dwellings on common property and residential buildings, the objectives, standards and decision guidelines of Clause 55.

Non-residential use and development

In the local neighbourhood context:

- Whether the use or development is compatible with residential use.
- Whether the use generally serves local community needs.
- The scale and intensity of the use and development.
- The design, height, setback and appearance of the proposed buildings and works.
- The proposed landscaping.
- The provision of car and bicycle parking and associated accessways.
- Any proposed loading and refuse collection facilities.
- The safety, efficiency and amenity effects of traffic to be generated by the proposal.

32.09-13 Advertising signs

27/03/2017
VC110

Advertising sign requirements are at Clause 52.05. This zone is in Category 3.

32.09-14 Transitional provisions

27/03/2017
VC110

The minimum garden area requirement of Clause 32.09-4 and the maximum building height and number of storeys requirements of Clause 32.09-9 introduced by Amendment VC110 do not apply to:

- A dwelling or residential building constructed on a lot before the approval date of Amendment VC110.

- A planning permit application for the construction or extension of a dwelling or residential building lodged before the approval date of Amendment VC110.
- Where a planning permit is not required for the construction or extension of a dwelling or residential building:
 - A building permit issued for the construction or extension of a dwelling or residential building before the approval date of Amendment VC110.
 - A building surveyor has been appointed to issue a building permit for the construction or extension of a dwelling or residential building before the approval date of Amendment VC110. A building permit must be issued within 12 months of the approval date of Amendment VC110.
 - A building surveyor is satisfied, and certifies in writing, that substantial progress was made on the design of the construction or extension of a dwelling or residential building before the approval date of Amendment VC110. A building permit must be issued within 12 months of the approval date of Amendment VC110.

The minimum garden area requirement of Clause 32.09-4 introduced by Amendment VC110 does not apply to a planning permit application to subdivide land for a dwelling or a residential building lodged before the approval date of Amendment VC110.

Notes: Refer to the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement, for strategies and policies which may affect the use and development of land.

Check whether an overlay also applies to the land.

Other requirements may also apply. These can be found at Particular Provisions.

Appendix 5: Mixed Use Zone

The Mixed Use Zone is already applied in the Frankston Planning Scheme. It can be found here:

http://planningschemes.dpcd.vic.gov.au/schemes/vpps/32_04.pdf

Appendix 6: Definitions

Accessible housing	Housing that allows full access and use by all occupants and visitors. The dwelling must contain no physical barriers and be user-friendly for people of all abilities.
Affordable housing	Affordable housing refers to any housing that meets some form of affordability criterion. One version of this definition uses the concept of housing stress as its criterion for affordability. The 1992 National Housing Strategy defined housing stress as a household in the bottom two income quintiles paying in excess of 30% of net income. In this broad definition, affordable housing means any housing costing less than 30% of income for the bottom 40% of income earners.
Community housing	Housing that is an alternative to public and private rental housing, and operates as a not-for-profit housing system. The combined rents of occupants are used to cover running costs over the long term. Community housing includes Housing Associations and cooperatives where tenants participate in the management of their dwellings. There is only a small supply of community housing in Victoria.
Housing diversity	Housing which varies in terms of size, type, tenure, cost and style.
Housing stress	Housing stress is an indicator of the number of households potentially at risk of housing affordability problems. This is calculated by the 30/40 rule (see 'Affordable housing' above) which suggests that households spending more than 30 percent of their income on housing costs are living in housing stress.
Inclusionary Zoning	Planning scheme provisions that require a set proportion of affordable housing units in any new residential development. The identified units are usually required to be managed as rental units that are made available to eligible tenants at a set rental level. These units are required to be maintained as 'affordable' for a minimum period e.g. 10 years, after which they may be sold or rented out at market rents.
Overlay	A planning scheme provision that indicates the land has some special feature, such as a heritage building or significant vegetation. It affects how land can be developed in conjunction with the zone.
Planning permit	A legal document that gives permission for a use or development on a particular piece of land.
Planning scheme	Controls land use and development within a municipality. It contains State and local planning policies, zones, overlays, particular provisions, general provisions, definitions and maps.
Public housing	Public rental housing which is jointly funded by the Commonwealth and State Governments. It is administered through the Victorian Department of Human Services (Office of Housing). Eligibility for public housing is determined by assets, income, special need, residency and citizenship criteria. Generally rents are capped at between 25-30% of income.
Social housing	Housing that is not-for-profit, 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. This term encompasses public housing, community housing and some affordable housing.
Zone	A planning scheme provision that controls land for particular uses, such as residential, industrial or business. Each zone has a purpose and set of requirements.