



# FRANKSTON HOUSING STRATEGY

## FINAL REPORT

Prepared for the Frankston City Council  
September 2013



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PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
Preliminary Draft Strategy	1	JMR	LR	29/03/2012
Final Draft Strategy	2	JMR	LR	30/11/2012
Final Strategy	3	LR	LR	25/05/2013

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# 1

## INTRODUCTION & CONTEXT

## 1.1 INTRODUCTION

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The City of Frankston is located on the eastern shore of Port Phillip approximately 42 kilometres south of Melbourne. The municipality functions as a gateway and commercial centre for the regional area and the Mornington Peninsula. Frankston City includes the suburbs of Carrum Downs, Frankston, Frankston North, Frankston South, Langwarrin, Langwarrin South, Sandhurst, Seaford and Skye.

According to recent population forecasts prepared by State Government, metropolitan Melbourne is anticipated to grow to over 5 million residents over the next 20 years, requiring approximately 600,000 new dwellings. The majority of new residential growth is directed to established areas, such as Frankston.

Frankston is a City facing considerable change: a growing and ageing population; decreasing housing affordability and opportunities for urban renewal in the key activity centres. These changes, coupled with the pressures of climate change, sea level rise, heat island effect, depletion of natural resources, increasing loss of tree canopy cover and native flora and fauna, and the rising prices of peak oil and its impacts on accessibility, have driven the need to develop a revised and integrated framework for directing and managing housing in the municipality.

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

**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

**Educator** – provide information to housing suppliers, residents and interest groups

**Regulator** – ensuring that housing meets town planning, building and public health regulations and expectations.

### 1.1.1 BACKGROUND & BRIEF

Planisphere, in collaboration with Urban Enterprise and Equity Justice Access, were commissioned to prepare a Housing Strategy for the City of Frankston. This Strategy will provide a framework to guide housing growth and change in the municipality. It will also provide practical direction to assist in the assessment of planning applications for a range of housing types, from detached dwellings to major apartment style developments.

In particular, the Project Brief requires that the Housing Strategy address the following issues:

- Housing demand and preferences
- Housing supply and capacity
- Specific housing needs (e.g. student housing, aged care)
- Housing location
- Preferred areas for different densities
- Housing diversity
- Housing affordability
- Housing quality
- Sustainability
- The impact of climate change
- Built form (including neighbourhood character and environmentally sustainable design)

### 1.1.2 APPROACH

The project method was adapted from the requirements of the Brief, and structured into the following stages:

#### STAGE 1 – PROJECT INCEPTION

The objectives of this stage were to confirm Council's requirements, verify the overall approach, establish the work program and timeline, prepare a detailed consultation strategy and acquire initial background documents and GIS data.

#### STAGE 2 – BACKGROUND, ISSUES & OPPORTUNITIES ANALYSIS

This stage sought to identify and assess the existing key housing issues, opportunities and pressures within the municipality. Extensive consultation was undertaken with key stakeholders and local housing providers. The outcomes of this stage were presented in an Issues and Opportunities Paper for consideration of the Project Working Group.

#### STAGE 3 – DRAFT STRATEGY

The purpose of this stage was to develop a Draft Housing Strategy to address the issues, and provide recommendations for the implementation framework.

A housing capacity analysis was also undertaken during this phase.

The Draft Housing Strategy was presented and discussed with the Project Working Group and Councillors.

#### STAGE 4 – FINAL STRATEGY

This stage involved the finalisation of the Housing Strategy and Implementation Framework by responding to all relevant feedback, updated data and comments received from Council. The Strategy is known as the Final Draft Strategy, as it is intended that public consultation occur on this version, prior to finalisation and adoption by Council.



## 1.2 FRANKSTON IN CONTEXT

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### 1.2.1 PHYSICAL CONTEXT

The city of Frankston is located in the southern region of metropolitan Melbourne, along with the municipalities of Bayside, Cardinia, Casey, Glen Eira, Greater Dandenong, Kingston and Mornington Peninsula. The region is served by five metropolitan railway lines, a network of SmartBus and other bus routes, one freight railway line, and a number of freeways and contains Moorabbin Airport. The South East and Mornington Peninsula Green Wedges provide a limit to the region's growth to the south and east.

#### LAND USE

The municipality supports a broad range of residential, commercial, industrial, rural, community and educational land uses. There is also an established range of activity centres distributed across the City. Regionally significant land uses located in the City includes the Frankston Central Activities Area, Mornington Peninsula Public and Peninsula Private Hospitals, Monash University, Peninsula TAFE, McClelland Gallery and Foreshore Reserves.

Residential is the predominant land use throughout the City. The topography, landscape and a diversity of lot sizes give rise to a variety of residential contexts. Notwithstanding the majority of the City's housing stock are detached dwellings. There is also significant variation across the municipality in terms of the built form, population and socio-economic characteristics of suburbs.

Commerce and industry are important land use activities in the municipality, accounting for approximately 40% of all of the City's jobs. There are three pockets of industrial development in Frankston City, each possessing different characteristics, located in Frankston, Seaford and Carrum Downs. The majority of businesses in Frankston are medium to small in size.

The City contains a network of open spaces, including regionally significant natural reserves including the Foreshore Reserve, Seaford Wetlands, Pines Flora & Fauna Reserve and Langwarrin Flora & Fauna Reserve. Council is currently preparing an *Open Space Strategy* for the municipality.

Figure 1 illustrates the established areas which are the subject of this Strategy, and the location of the urban growth boundary.

#### TRANSPORT

An electrified rail system links Frankston and Seaford with the Melbourne Central Business District. There is also a rural diesel train service that links Frankston's residential and industrial areas to Westernport and Melbourne.

Bus routes are provided throughout the City though the extent and frequency of the service is varied. A Smartbus route runs from Frankston Station and along

Dandenong-Frankston Road. Council is currently preparing an *Integrated Transport Plan* for the municipality.

In most parts of the municipality there is a heavy reliance on private vehicle transport, with many multiple-vehicle households. Furthermore significant freeway projects have recently been completed, or are nearing completion, impacting on the accessibility of the municipality.

The EastLink tollway is a 39 kilometre freeway, linking Melbourne's eastern and southern regions, terminating at the Frankston Freeway. EastLink opened in June 2008.

Peninsula Link is a 27 kilometre road link between EastLink at Carrum Downs and the Mornington Peninsula Freeway at Mount Martha. This project is expected to significantly reduce travel times between Carrum Downs and Frankston. Construction of the highway is due for completion mid-2012.

#### HERITAGE AND NEIGHBOURHOOD CHARACTER

The City contains numerous sites of Aboriginal and European heritage significance that are recognised by the Heritage Overlay in the planning scheme.

Council adopted the *Frankston Neighbourhood Character Study* in 2002, and statutory effect was given to the Study through Amendment C24 to the planning scheme, approved in 2009. The Neighbourhood Character Policy identifies nine broad character types which typify residential development throughout the municipality and seeks to ensure that new development in residential area responds to the particular built form and natural environment elements that constitute the neighbourhood character of Frankston. The policy includes Design Objectives and Design Responses to ensure that development is responsive to the key characteristics that make up the preferred character of each precinct.

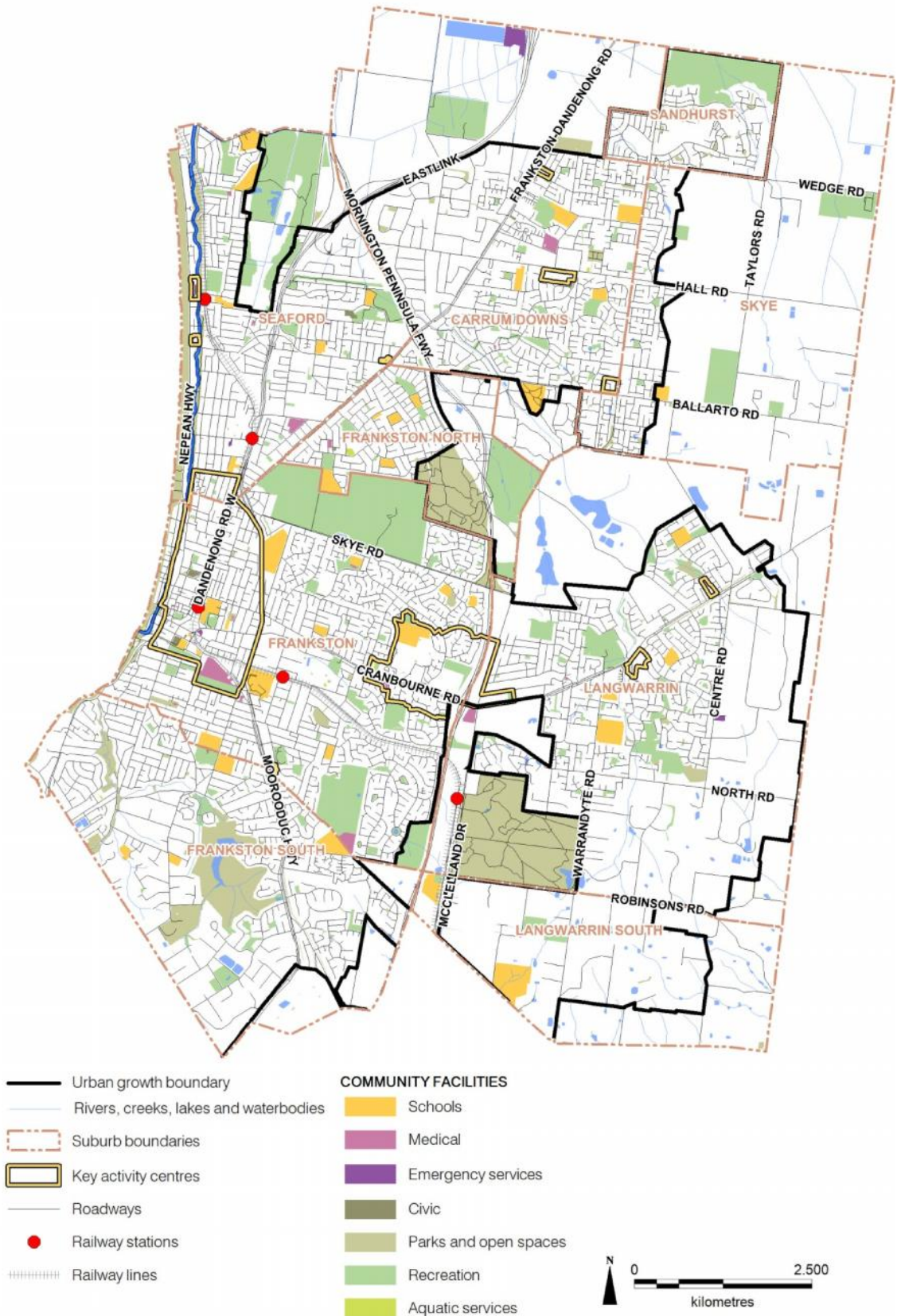
#### ENVIRONMENT & CLIMATE CHANGE

The City has a diverse landscape and environment, characterised by coastal areas, estuaries, wetlands, heathy woodlands and grasslands. Frankston City has retained a considerable area and variety of remnant indigenous vegetation compared with other Council areas to the south east of Melbourne.

Research conducted with CSIRO, contained in the *Climate Change Impacts and Adaptation Plan (2011)* indicates that Frankston City is significantly exposed to climate extremes and natural hazards such as storm surges and coastal inundation, floods, bushfires and extreme temperatures. These hazards are projected to increase in frequency and severity, as a result of climate change.

Council has recently undertaken research to measure Frankston City's community greenhouse gas emissions, at a municipal and suburb scale. The results of this analysis is contained within the report titled, *Measure It Manage It (2011)*. The data indicates that the residential sector contributes the largest proportion of emissions (45.2%). This demonstrates the importance of future housing development to incorporate environmentally sustainable design principles.

FIGURE 1: CONTEXT MAP



## 1.2.2 STRATEGIC CONTEXT

Federal, State and local policies establish a framework and identify a number of issues to be addressed and carried forward by the Housing Strategy. Commonwealth and State housing policies generally focus on the provision and maintenance of social housing, housing support measures for low income households and guidelines for home buyers and builders. Table 1 provides a summary of the key policy framework considered by this Housing Strategy.

TABLE 1 - STRATEGIC CONTEXT OVERVIEW

CONTEXT	POLICY	SUMMARY
<b>Federal Policy / Documents</b>	State of Supply 2010	Monitors housing demand, supply and affordability in Australia, and highlights current and potential gaps between supply and demand. Demand for housing over the next 20 years is expected to increase to over 28 million, with Melbourne identified as one of the areas to undergo the greatest pressure. The underlying demand for medium and higher density dwellings are expected to increase, while demand for separate houses is projected to grow proportionately slower.
	Our Cities, Our Future	Establishes a long term framework to guide policy development, and public / private investment in cities. Key housing goals are to facilitate the supply of appropriate mixed income housing, support affordable living choices, improve accessibility and reduce dependence on private vehicles, and to support community wellbeing.
	Social Housing Initiative Guidelines	Represents a commitment by the Commonwealth, State and Territory governments to increase the supply of social housing throughout Australia, and to provide accommodation to disadvantaged members of the community. The guidelines include a number of requirements for the construction of such housing.
<b>State Policy / Documents</b>	Melbourne 2030 Melbourne @ 5 Million	30 year plan to manage growth across metropolitan Melbourne, and seeks to contain outward expansion of the metropolitan area, with further consolidation of existing areas.  The Strategy predicts that Melbourne will contain 5 million residents in 20 years, requiring an additional 600,000 dwellings. The majority of housing growth is directed to Melbourne's established areas, particularly in and around activity centres, along the Principal Public Transport Network and on large redevelopment

		<p>sites.</p> <p>For the southern region, M2030 seeks to increase development in and around strategic redevelopment sites, such as activity centres, and to manage development in dispersed residential locations through incremental change and reduce development in greenfield areas.</p>
	Victorian Integrated Housing Strategy	<p>Outlines a series of priorities across five areas to guide decision making: home buyers, tenants in the private market, social housing, homeless Victorians and better homes. Key highlights are to increase the supply of housing in existing urban areas, and expanding housing options for vulnerable communities.</p>
	Reformed Zones for Victoria	<p>State Government has proposed a suite of changes to Victoria's residential, commercial, industrial and farming zones. Public comment on the proposed zone reforms closed at the end of September 2012. Introduction of the zones is anticipated in late 2012 or early 2013. Refer to Appendix B for a summary of the proposed changes.</p>
<b>State Planning Policy Framework</b>	Victoria Planning Provisions ResCode	<p>Provides standards and guidance in relation to the planning of Victoria, and establishes the strategic framework for the Southern Regional Housing Statement (below). Relevant key objectives are to:</p> <ul style="list-style-type: none"> <li>– Ensure that future housing growth is effectively managed and maintains the region's liveability.</li> <li>– Ensure that a diverse range of housing choices are available across the region to meet the needs of existing and future residents.</li> <li>– Ensure that residential development balances housing objectives with protecting the region's environmental values.</li> <li>– Ensure that the design and built form of new residential development is appropriate to its location.</li> <li>– Ensure the provision of housing that is affordable, well-located and appropriate to household needs, across a range of household types, tenures and locations</li> </ul>

<b>Regional Policy / Documents</b>	Southern Regional Housing Statement (2006)	<p>Provides guidance &amp; direction for the Cities of Bayside, Cardinia, Casey, Frankston, Glen Eira, Greater Dandenong, Kingston and Mornington Peninsula. The status of this document is unclear.</p> <p>It is forecast that the population will grow by nearly 350,000 people by 2031 requiring an additional 197,000 dwellings. This represents approximately 31% of the total forecast growth for Victoria.</p>
	Frankston Council Plan 2011-2015	Presents the key actions to improve services, facilities and infrastructure Council will pursue over the next 4 years.
<b>Local Policy / Documents</b>	Frankston 2025	An expression of the Frankston community's shared vision for an improved future to inform decision making.
	Municipal Strategic Statement	Provides key strategic planning, land use and development objectives for the municipality, with strategies and actions for achieving the objectives.
	Municipal Public Health & Wellbeing Plan 2009-2013	Identifies the need for a new housing policy for Frankston.
	Climate Change Impacts & Adaptation Plan	Provides a framework and guide to facilitate action by Council in its operations and services to prepare for the impacts of climate change, and to provide information and assistance to the community to reduce their vulnerability and facilitate an adaptive response to climate change impacts.
	Frankston Housing Strategy (2002) <i>Interim</i> Integrated Housing Strategy 2011-13	<p>Developed in conjunction with the Neighbourhood Character Study, and provides a sound policy basis for decisions relating to housing within the municipality.</p> <p>The Interim Strategy describes whole of Council activities in the area of housing policy, planning and provision.</p>
	Neighbourhood Character Study (2002)	<p>Identify key characteristics and distinguishing features of each of the Council's residential neighbourhoods.</p> <p>Establish a strategic framework to enable change within these residential neighbourhoods to be managed to respect the identified attributes of these areas.</p> <p>Contained within the planning scheme in 2009, via policy and overlay controls.</p>

Frankston Housing Change Report (2010)	Identifies and maps areas in the municipality that can accommodate varying levels of housing change, with consideration of various State and Council policies and plans.	
Profile id: Frankston City (2009)	Presents demographic data and a community profile on the City of Frankston, based on 2001 and 2006 ABS Census data.	
ESD Design Guide	Reflects Council's vision, aspirations and expectations for urban design, based on best-practice ESD techniques and approaches. There are two volumes: <ul style="list-style-type: none"> <li>– ESD Design Guide - Buildings</li> <li>– ESD Design Guide - Urban Design</li> </ul>	
ESD Design Guide	Reflects Council's vision, aspirations and expectations for urban design, based on best-practice ESD techniques and approaches. There are two volumes: <ul style="list-style-type: none"> <li>– ESD Design Guide - Buildings</li> <li>– ESD Design Guide - Urban Design</li> </ul>	
Carbon Neutral Action Plan (2012)	Provides a strategic plan and actions for Council to make significant reductions of greenhouse gas emissions and provide information to the community to reduce energy use and greenhouse gas emissions.	
Sustainable Water Use Plan (2006)	Provides a strategic plan and actions for sustainable water management for the municipality. Includes recommendations for planning requirements for new and renovated homes to reduce water use within dwellings and businesses.	
Frankston Vegetation Study (2006)	Provides an inventory of existing remnant vegetation. Used to assist the assessment and management of public and private land.	
<b>Local Precinct Specific Policies</b>	Frankston FAA Draft Structure Plan Frankston CAD Residential & Commercial Feasibility Study	Outlines a 20 year vision and plan for the renewal and revitalisation of the Frankston Activities Area (FAA), with the identification of 11 priorities. A market assessment was undertaken to investigate underlying economic and property market conditions.
	Draft Karingal Structure Plan (2012)	Establishes a long term vision for the centre as a basis for future planning and design decision making.

	Draft Sweetwater Creek Built Form Controls	Implements and rationalises built form controls to the Sweetwater Creek environs through the introduction of DDOs and SLOs to protect and improve the environmental and character qualities of the creek and surrounding environs.
<b>Other</b>	Grattan Institute: <i>The Housing We'd Choose</i>	Explores the relationship between the housing we say we want and the housing we have, testing the hypothesis that housing demand and stock do not align.
<b>Planning Zones (refer to Figure 2)</b>	Zones that support or require a permit for residential developments	Residential 1 Zone Mixed Use Zone Low Density Residential Zone Green Wedge Zone Farming Zone Rural Conservation Zone Special Use Zone Activity Centre Zone
<b>Planning Overlays (refer to Figure 3)</b>	Overlays that have an impact on residential development	Heritage Overlay Design and Development Overlay Significant Landscape Overlay Floodway Overlay Land Subject to Inundation Overlay Erosion Management Overlay Environmental Significant Overlay Wildfire Management / Bushfire Management Overlay



FIGURE 2 ZONING MAP

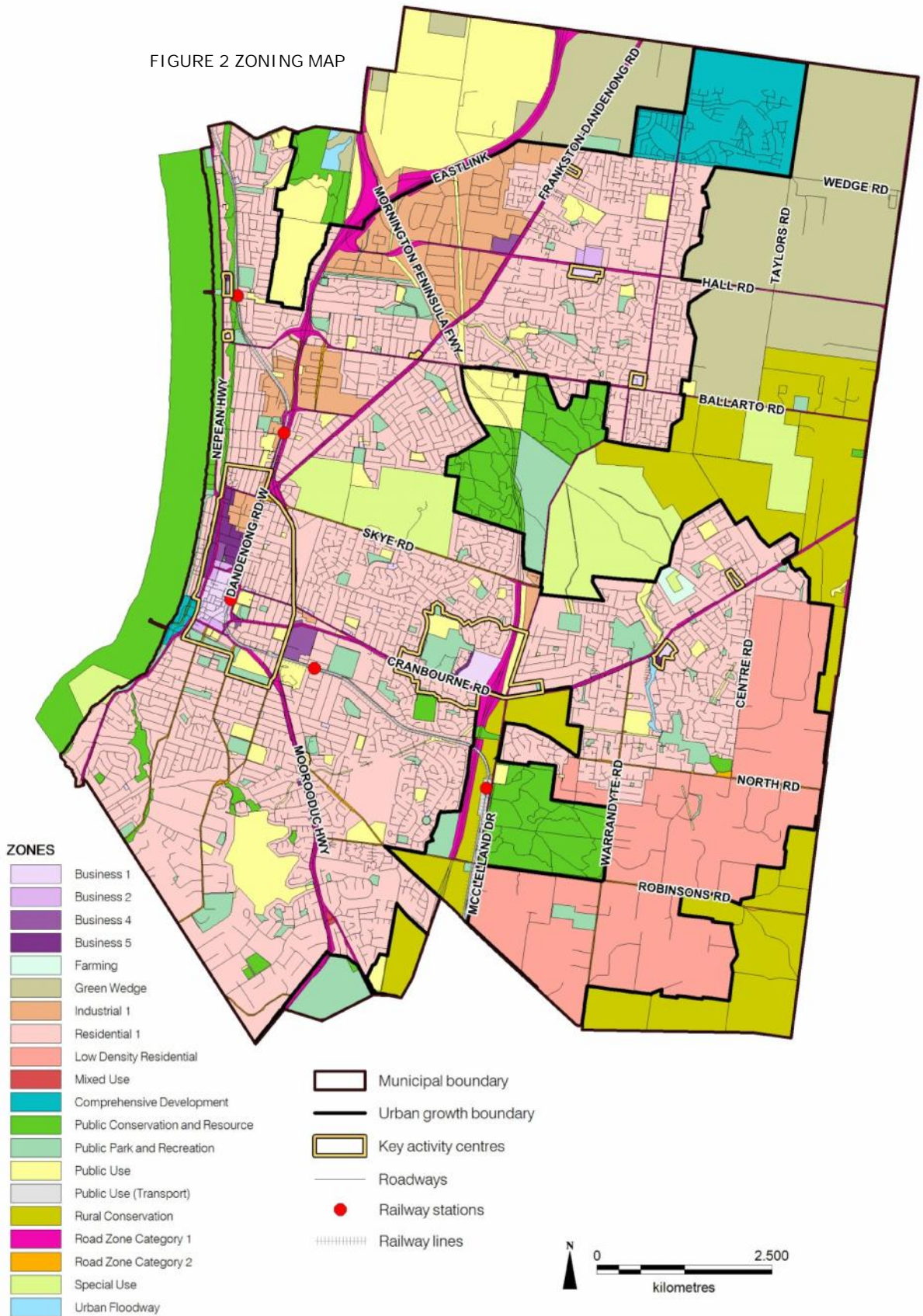
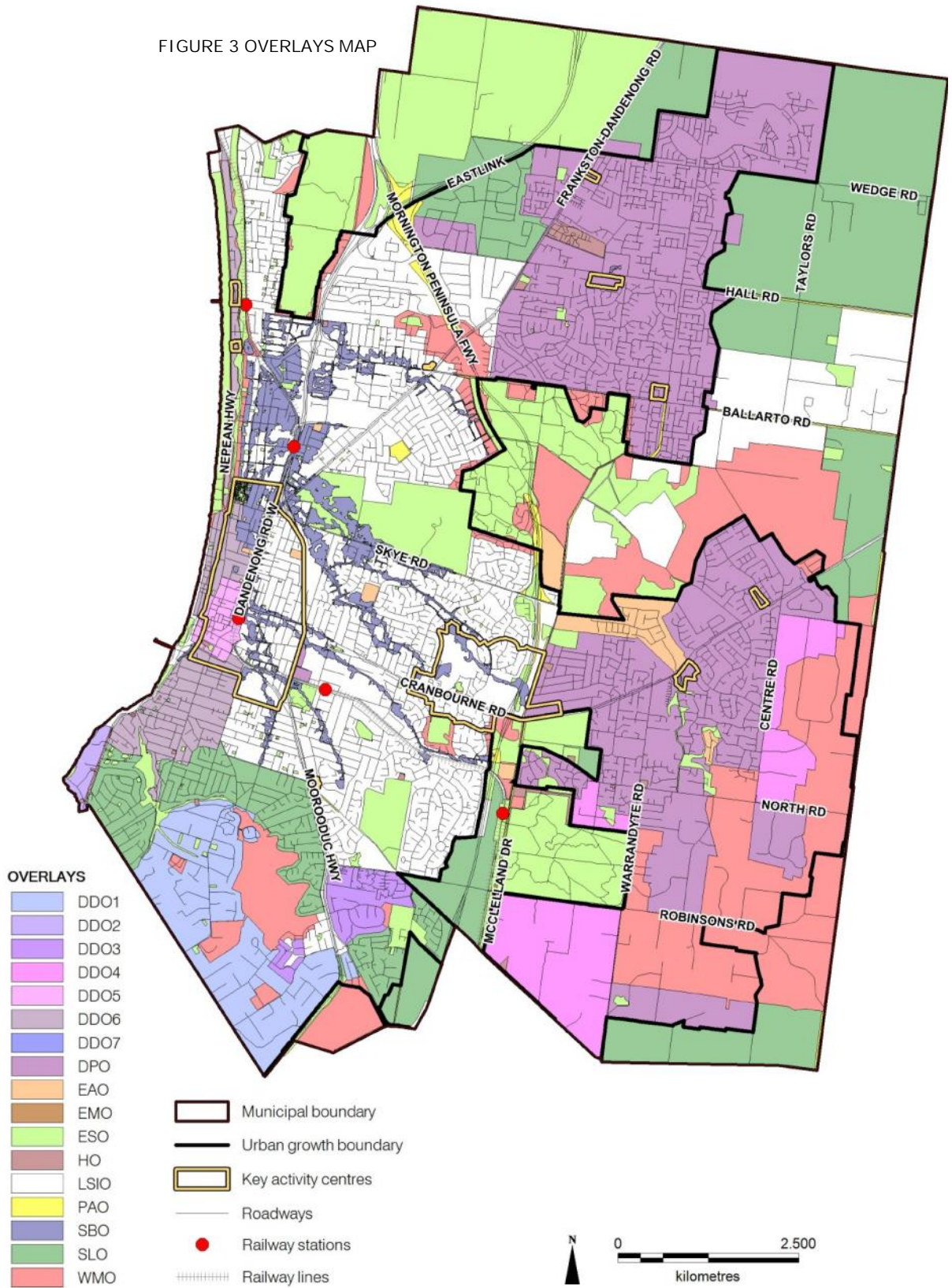


FIGURE 3 OVERLAYS MAP



# 2

## CURRENT & FUTURE HOUSING PROFILE

## 2.1 OVERVIEW

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This section presents the current and projected housing profile of Frankston City. It outlines the housing type, tenure and household characteristics of the municipality's residential areas. It also provides an overview of current and forecast housing demand.

It is necessary to understand these aspects of the existing property market and housing supply to ensure that future housing growth and change is responsive, sustainable and equitable.

### KEY TERMS

This Strategy applies the three main housing types as defined by the Australian Bureau of Statistics (ABS):

**Separate house** - a house which stands alone in its own grounds separated from other dwellings by at least half a metre. A separate house may have a flat attached to it, such as a granny flat or converted garage. Also included in this category are occupied accommodation units in manufactured home estates.

**Semi - detached** - includes semi-detached, row or terrace house and townhouse etc. These dwellings have their own private grounds and no other dwellings above or below them.

**Apartment**- includes all dwellings in blocks of flats, apartments and units.

### DATA SOURCES

This assessment is based on the following data sources:

Australian Bureau of Statistics (2012) 2011 Census, accessed online

Australian Bureau of Statistics (2007) 2006 Census, accessed online

Office of Landata (LandVic, 2010) *A Guide to Property Values 2010*

Department of Housing Victoria (2007 & 2011) *Rental Report December Quarter*

Department of Human Services Victoria (September Quarter 2011) *Rental Reports*, Table 13 – Affordable Lettings by LGA

Department of Planning and Community Development (2008 & 2012) *Victoria in Future*

Reserve Bank of Australia, *Reserve Bank Bulletin*, Statistical Tables, Financial Markets, Interest Rates, Table F05 Indicator Lending Rates (Housing Loans; Variable; Banks; Standard) - Yearly Median

## 2.2 CURRENT HOUSING PROFILE

This section provides an analysis of the historical trends in housing and household data 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.

### 2.2.1 POPULATION PROFILE

In 2011 the population of the City of Frankston comprised 126,458 residents, living in 53,255 dwellings.

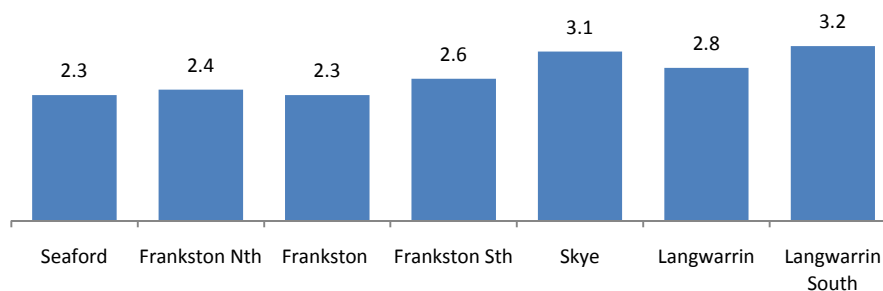
#### HOUSEHOLD COMPOSITION

##### HOUSEHOLD SIZE

The average household size in the Frankston LGA decreased from 2.7 persons in 1996 to 2.5 persons in 2011. This is lower than the Melbourne SD average of 2.6 persons in 2011.

Figure 4 shows the average household size in 2011 for Frankston LGA State Suburbs arranged by their distance from the Melbourne CBD. It shows that there is significant variation between suburbs, with 3.2 persons per dwelling in Langwarrin South and 2.3 persons per dwelling in Frankston and Seaford.

FIGURE 4- AVERAGE HOUSEHOLD SIZE, FRANKSTON SUBURBS BY DISTANCE FROM MELBOURNE CBD, 2011



Source: ABS Census 2011

##### FAMILY COMPOSITION

Table 2 shows the family composition in the Frankston LGA and the Melbourne SD between 1996 and 2011.

'Couple families with children' (44%) and 'couple families without children' (35%) accounted for the majority of family households in the City in 2011. Notwithstanding, Frankston had a lower proportion of 'couple families with children' than the Melbourne average during the same time, but a higher proportion of 'couple families without children' and 'one-parent families'.

Seaford and Frankston South had the largest proportion of 'couple families with no children', while Skye followed by Langwarrin South, comprised the largest proportion of 'couple families with children'.

TABLE 2 - FAMILY COMPOSITION: FRANKSTON LGA &amp; MELBOURNE SD, 1996-2011

	FRANKSTON LGA				MELBOURNE SD				FRANKSTON LGA	MELB SD
	1996	2001	2006	2011	1996	2001	2006	2011	% CHANGE 96 – 11	
Couple families with no children	23%	23%	26%	35%	24%	24%	24%	35%	1%	1%
Couple families with children	64%	62%	59%	44%	66%	65%	64%	49%	-1%	-1%
One parent families	12%	15%	15%	21%	11%	12%	12%	16%	1%	1%

Source: ABS Census 1196, 2001, 2006 and 2011

## HOUSEHOLD INCOME

In 2011 the City of Frankston had a higher proportion of households earning a gross weekly income of less than \$999, and a lower proportion of households with a weekly income of more than \$2,000 when compared to the Melbourne average. In particular:

- 44% of households earned a gross weekly income less than \$999
- 33% of households earned between \$1,000 and \$1,999 each week, and
- 23% of households earned a gross weekly income of more than \$2,000.

Table 3 below shows the gross weekly household income for the suburbs of Frankston in 2011. It is highlighted that:

Frankston North had the highest proportion of households earning a weekly income less than \$499, followed by Frankston and Seaford.

Frankston North and Frankston had the lowest proportion of households with a weekly income of more than \$1,000.

Langwarrin South and Skye had the largest proportion of households earning a weekly income of more than \$1,000.

TABLE 3 - GROSS WEEKLY HOUSEHOLD INCOME, CITY OF FRANKSTON &amp; MELBOURNE SD

	\$0 - \$499	\$500 - \$999	\$1,000 - \$1,399	\$1,400 - \$1,999	\$2,000 - \$2,999	\$3,000 OR MORE	TOTAL EARNING \$1,000 OR MORE
Frankston	17%	35%	19%	12%	13%	4%	<b>48%</b>

Frankston Nth	23%	41%	20%	9%	7%	2%	<b>36%</b>
Frankston Sth	11%	28%	15%	13%	20%	13%	<b>61%</b>
Carrum Downs	N/A	N/A	N/A	N/A	N/A	N/A	<b>N/A</b>
Langwarrin	9%	26%	19%	16%	21%	9%	<b>65%</b>
Langwarrin South	7%	22%	17%	14%	22%	19%	<b>71%</b>
Skye	7%	22%	21%	19%	23%	8%	<b>70%</b>
Seaford	17%	33%	19%	12%	14%	5%	<b>50%</b>
<i>Frankston LGA</i>	<i>13%</i>	<i>31%</i>	<i>19%</i>	<i>14%</i>	<i>16%</i>	<i>7%</i>	<b><i>56%</i></b>
<i>Melb SD</i>	<i>12%</i>	<i>26%</i>	<i>17%</i>	<i>13%</i>	<i>19%</i>	<i>12%</i>	<b><i>62%</i></b>

## CULTURAL DIVERSITY

According to ABS Census data in 2011 there was a smaller proportion of people born overseas as well as a smaller proportion of people from a non-English speaking background in Frankston compared to the Victorian average. Overall, 73% of the local population were born in Australia, compared with 69% for the Victorian average.

## 2.2.2 HOUSING CHARACTERISTICS

### DWELLING TYPE

In 2011, the majority of dwellings in the Frankston LGA were separate houses (82%). A further 17% were semi-detached dwellings or apartments.

The Frankston LGA had a higher proportion of separate houses but a lower proportion of Semi-detached dwellings and apartments than the Melbourne SD in 2011.

The proportion of apartments in Frankston LGA had the most significant average annual growth (3.5%) of all dwelling types between 1996 and 2011, which is significantly higher than the Melbourne SD average (1.9% p.a.). Average annual growth in Semi-detached dwellings in Frankston was lower than the Melbourne between 1996 and 2011.

Table 4 below shows the dwelling types in the Frankston LGA (FLGA) from 1996 to 2011, and compared with the Melbourne Statistical District (MSD). This data provides 15-year time-series data which is useful in analysing long term trends.

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TABLE 4 - DWELLING TYPES, CITY OF FRANKSTON &amp; MELBOURNE SD (1996-2011)

	FRANKSTON LGA		MELBOURNE SD	
	NO.	%	NO.	%
<b>1996</b>				
Separate House	32,183	86%	851,300	76%
Semi-detached	2,026	5%	89,652	8%
Apartment	2,830	8%	165,774	15%
<b>2001</b>				
Separate House	35,071	84%	919,704	75%
Semi-detached	2,947	7%	127,810	10%
Apartment	3,105	7%	177,579	14%
<b>2006</b>				
Separate House	36,077	83%	937,620	73%
Semi-detached	3,494	8%	145,396	11%
Apartment	3,519	8%	193,576	15%
<b>2011</b>				
Separate House	39,019	82%	1,039,342	73%
Semi-detached	3,242	7%	165,487	12%
Apartment	4,707	10%	219,111	15%
<b>AVERAGE ANNUAL CHANGE</b>				
Separate House		1.3%		1.3%
Semi-detached		3.2%		4.2%
Apartment		3.5%		1.9%

Source: ABS Census

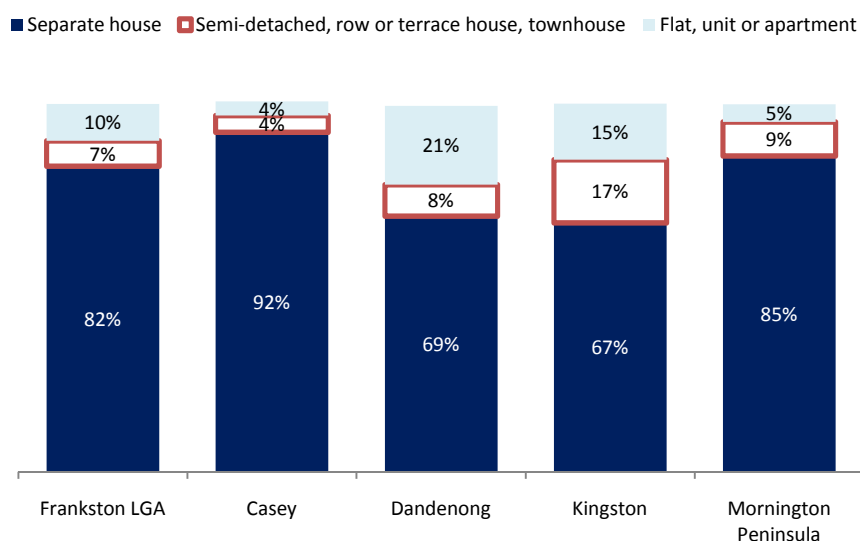
#### COMPARISON WITH OTHER MUNICIPALITIES

The figure below shows the proportion of dwellings by type in 2011 in neighbouring and comparable municipalities, including Casey, Dandenong, Kingston and Mornington Peninsula. The dwelling types in Frankston are very similar to those in Mornington Peninsula.

Neighbouring municipalities to the north (Kingston and Dandenong) have a significantly lower proportion of separate dwellings than Frankston, and a corresponding higher proportion of semi-detached dwellings and apartments. Casey has a considerably higher proportion of separate dwellings than Frankston.



FIGURE 5 - DWELLING TYPES, FRANKSTON CITY AND COMPARABLE LGAS 2011



Source: ABS Census, 2011

## DWELLING TYPES ACROSS THE MUNICIPALITY

Table 4 below shows the proportion of dwelling types by suburb across the municipality in 2006. (NB. 2011 data is not available by suburb at present) In particular:

Langwarrin South and Skye had the highest proportion of separate houses in the Frankston LGA in 2011 (100% and 95% respectively).

Seaford and Frankston South (10%) had the largest proportion of semi-detached (9% and 7% respectively) and apartment dwellings (18% and 15% respectively) in the municipality.

TABLE 5 - DWELLING TYPES, STATE SUBURBS, FRANKSTON LGA AND MELBOURNE SD 2011

STATE SUBURBS	SEPARATE HOUSE		SEMI-DETACHED		APARTMENT	
	NO. OF DWELLINGS	% OF TOTAL	NO. OF DWELLINGS	% OF TOTAL	NO. OF DWELLINGS	% OF TOTAL
Frankston	10,924	77%	1,030	7%	2,191	15%
Frankston North	2,016	92%	65	3%	103	5%
Frankston South	5,516	87%	341	5%	449	7%
Carrum Downs	5,673	N/A	606	N/A	266	N/A
Langwarrin South	347	100%		0%		0%
Langwarrin	6,509	88%	458	6%	463	6%
Skye	2,283	95%	44	2%		3%

Seaford	4,798	73%	585	9%	1,167	18%
<b>Frankston LGA</b>	<b>39,019</b>	<b>82%</b>	<b>3,242</b>	<b>7%</b>	<b>4,707</b>	<b>10%</b>
Melbourne SD	1,039,342	73%	165,487	12%	219,111	15%

Source: ABS Census 2011

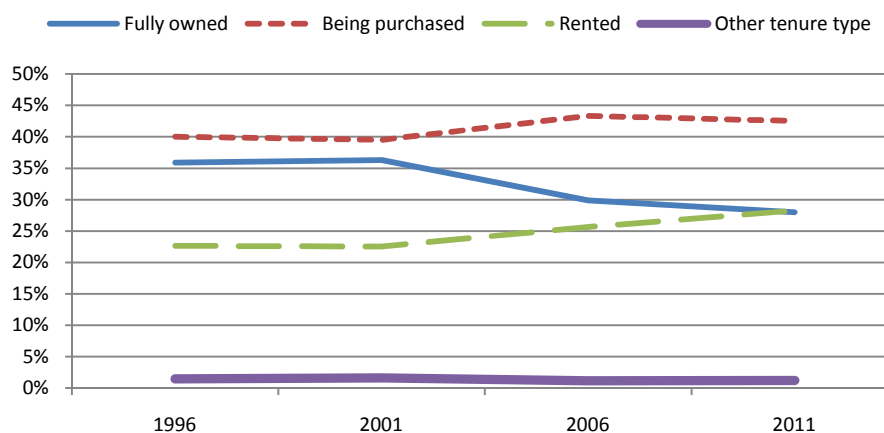
## HOUSING TENURE

Figure 6 shows tenure by housing type in the City of Frankston from 1996 to 2011. This historical trend provides a guide as to the likely tenure breakdown of new dwellings in the Frankston LGA over the next 20 years.

In 2011, 71% of all dwellings in the Frankston LGA were fully owned or being purchased and 28% of all dwellings were private rentals. During this time the majority of 'separate houses' were fully owned or being purchased (77%). By comparison, over half of the semi-detached dwellings and apartments were being privately rented.

There was a decrease of 8% in the proportion of fully owned houses between 1996 and 2011 (average 2% per annum), and a corresponding increase in the proportion of houses being purchased and rented.

FIGURE 6 - TENURE TYPE BY DWELLING STRUCTURE 1996 TO 2006



Source: Time Series Data, ABS Census, 2006

## PUBLIC & SOCIAL HOUSING

Public housing is owned by the Department of Human Services and managed by the Office of Housing. The Frankston Office of Housing office manages stock in the 'Frankston' broad-band including stock in the Frankston, Kingston and Mornington Peninsula local government areas located in Aspendale, Bon Beach, Carrum, Chelsea, Crib Point, Edithvale, Frankston, Frankston North, Frankston South and Seaford.

There are currently 1,607 properties registered on Council's rate base as being owned by the Department of Human Services.

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.

### 2.2.3 LOCAL PROPERTY MARKET

This section provides an analysis of the residential property market in the Frankston LGA, details discussions with real estate agents and developers in the local area and provides a summary of recent and proposed developments.

#### MEDIAN PROPERTY PRICE

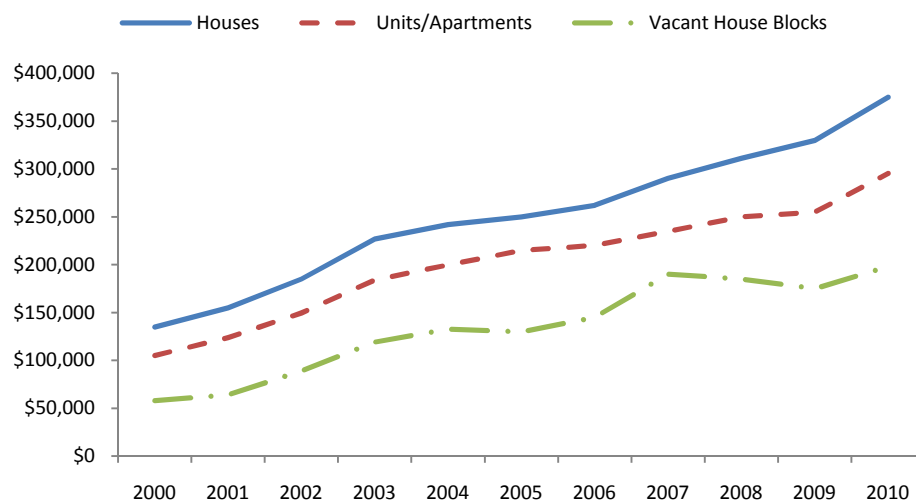
Figure 7 represents the median house price for all property types in the City of Frankston from 2000 to 2010.

In 2010, the median property price was \$375,000 for houses, \$295,272 for units/apartments and \$198,000 for vacant house blocks in the municipality. It is also noted that:

Median property price for vacant house blocks experienced the largest average annual growth (13.06%) of all property types between 2000 and 2010.

Median property price for houses, units/apartments and vacant house blocks in the Frankston LGA grew at a slightly faster rate than the Melbourne average per annum during 2000 and 2009.

FIGURE 7 - MEDIAN HOUSE PRICE, CITY OF FRANKSTON, 2000-2010



Source: ABS Census, 2006

## MEDIAN HOUSE PRICE

In 2010, 64% of all residential property sales were detached homes (new and existing) in Frankston LGA. A further 21% of the sales were units/townhouses. The median price for detached homes was \$382,667 in 2010.

Table 6 illustrates that the median property price for residential houses in all suburbs of the municipality experienced significant growth from 2000 to 2010. In particular, Frankston North had the largest average annual growth for median house price in the City between 2000 and 2010 (12.8% p.a.). This was followed by Seaford (11.9% p.a.) and Frankston South (11.2% p.a.).

TABLE 6 - MEDIAN HOUSE PRICE BY SUBURB, 2000-2010

	CARRUM (\$)	CARRUM DOWNS (\$)	FRANKSTON (\$)	FRANKSTON NTH (\$)	FRANKSTON STH (\$)	LANGWARRIN (\$)	SEAFORD (\$)	SKYE (\$)
2000	175,000	132,000	135,000	84,000	180,000	150,000	135,000	144,000
2001	205,000	149,000	146,000	94,500	240,000	172,500	163,000	170,000
2002	240,000	179,000	175,000	124,500	268,500	192,500	200,000	202,500
2003	287,000	210,000	216,500	155,000	320,000	238,000	235,000	236,000
2004	290,000	225,000	232,500	170,000	323,500	255,000	250,000	270,500
2005	315,000	230,000	242,000	171,000	335,500	255,000	52,000	264,500
2006	320,000	241,000	250,000	177,000	365,000	275,000	275,000	289,500
2007	385,000	257,000	280,000	215,000	397,500	293,000	320,000	294,000
2008	450,000	275,000	306,000	228,000	425,000	320,000	335,000	320,000

2009	435,000	297,000	319,500	237,500	446,000	340,000	360,000	330,000
2010	500,000	330,000	365,000	280,000	520,000	400,000	415,000	368,500
Annual Change % 00-09	11.1%	9.6%	10.5%	12.8%	11.2%	10.3%	11.9%	9.9%

Source: A Guide to Property Values 2010

### COMPARISON WITH SELECTED SOUTHERN REGION LGAS

The following table compares the median house price between the Frankston City and selected local government areas in the Southern Region in 2010.

The median house price in Frankston (\$375,000) is comparable to Casey (\$375,000) and Cardinia (\$345,000) in 2010. However, it is significantly lower than Kingston and Monash.

Between 2000 and 2010, the median house price in the Frankston LGA increased at a similar rate (10.8% p.a.) as Cardinia (10% p.a.), Casey (10% p.a.) and Kingston (10.9%).

**TABLE 7 - MEDIAN HOUSE PRICE, FRANKSTON CITY & SELECTED SOUTHERN REGION LGAS 2000-2010**

	FRANKSTON (\$)	MORNINGTON PENINSULA (\$)	CASEY (\$)	DANDENONG (\$)	KINGSTON (\$)	MONASH (\$)	CARDINIA (\$)
2000	135,000	163,000	145,000	132,000	220,000	228,000	133,000
2001	155,000	195,000	163,500	152,000	255,000	275,000	164,000
2002	185,000	247,500	189,000	185,000	305,000	320,000	189,500
2003	227,000	285,000	220,325	223,000	350,500	375,000	215,000
2004	242,000	306,700	240,000	240,000	355,000	380,000	240,000
2005	250,000	310,000	250,000	249,000	365,510	390,000	248,000
2006	262,000	340,000	260,000	262,000	400,000	429,000	260,825
2007	289,950	365,000	280,000	290,000	462,000	532,000	275,000
2008	311,000	395,000	305,000	335,000	499,937	570,000	286,000
2009	330,000	410,000	332,200	360,000	518,000	612,000	313,648
2010	375,000	480,000	375,000	425,000	617,500	715,000	345,000
Annual Change % 00-09	10.8%	11.4%	10.0%	12.4%	10.9%	12.1%	10.0%

Source: A Guide to Property Values 2010

### MEDIAN UNIT/APARTMENT PRICE

Table 8 illustrates that the median property price for residential units/apartments in all suburbs of the municipality experienced significant growth from 2000 to 2010. In

particular, Frankston North had the largest average annual growth for median units/apartment price in the City (15.8% p.a.), followed by Seaford (11.3% p.a.).

TABLE 8 - MEDIAN UNIT/APARTMENT PRICE BY SUBURB, 2000-2010

	CARRUM (\$)	CARRUM DOWNS (\$)	FRANKSTON (\$)	FRANKSTON NTH (\$)	FRANKSTON STH (\$)	LANGWAR RIN (\$)	SEAFORD (\$)	SKYE (\$)
2000	165,500	125,000	94,000	68,000	147,000	114,000	110,000	119,000
2001	213,000	155,000	112,000	75,000	180,000	128,500	132,500	185,000
2002	252,000	143,000	141,000	135,000	205,000	154,000	160,000	132,500
2003	280,000	187,500	170,000	136,500	258,500	178,500	190,000	238,500
2004	268,000	225,000	178,000	164,000	280,000	200,000	220,000	249,000
2005	274,500	232,000	190,000	156,000	310,000	211,500	226,000	230,000
2006	275,000	245,000	205,000	130,000	276,500	211,000	240,000	252,000
2007	345,000	239,000	217,500	190,500	312,000	225,000	260,000	234,500
2008	348,000	253,000	233,000	220,000	330,000	240,500	278,000	245,000
2009	360,000	260,000	240,000	255,000	329,000	268,500	270,000	255,000
2010	430,000	287,500	280,000	n/a	405,000	290,000	320,000	297,000
Annual Change % 00-09	10.0%	8.7%	11.5%	15.8%	10.7%	9.8%	11.3%	9.6%

Source: A Guide to Property Values 2010

## PRIVATE RENTAL COSTS

Figure 8 illustrates the median rental price of all property types in selected suburbs of the City of Frankston from June Quarter 2007 to June Quarter 2011. It is highlighted that:

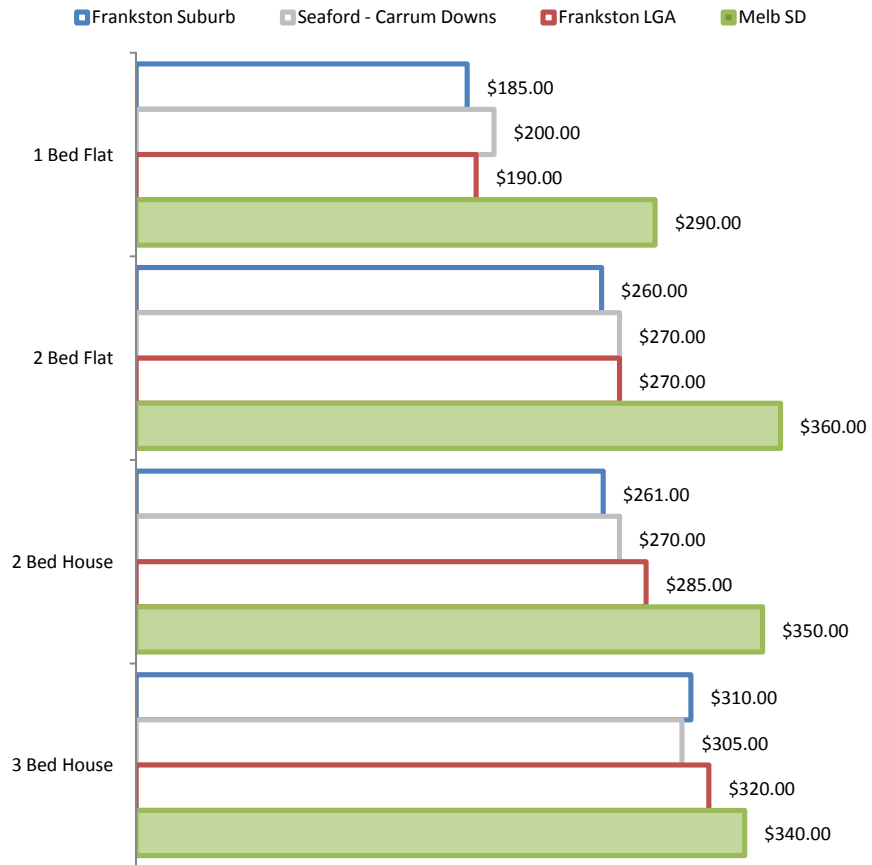
Seaford - Carrum Downs had the highest median weekly rent for all property types in the municipality

The median weekly rents of all property types were significantly lower than the Melbourne average in the June Quarter 2011.

Seaford - Carrum Downs had experienced the largest annual growth in median weekly rent for '1 bed flat' between June Quarter 2007 and June Quarter 2011.

The municipality experienced higher annual rent growth for the all of its rental property types than Melbourne SD during the June Quarter 2007 and December Quarter 2011.

FIGURE 8 - MEDIAN WEEKLY RENTAL PRICE BY PROPERTY TYPES, JUNE QUARTER 2011



Source: Rental Report December Quarter 2007 - 2010), Department of Housing Victoria

RENTAL VACANCY RATES

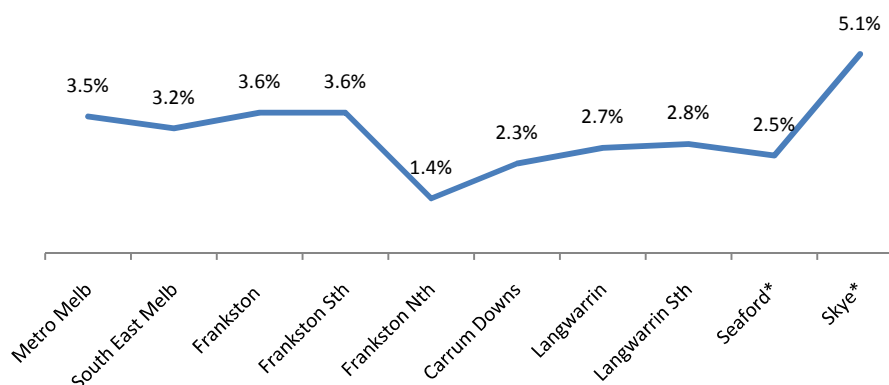
Figure 9 compares the rental vacancy rates of Frankston suburbs with the region averages in January 2012.

The average rental vacancy rate across all suburbs in the Frankston LGA was approximately 3% in January 2012. This is comparable to the metropolitan Melbourne and South East Melbourne averages. In particular:

Frankston North had the lowest rental vacancy rate in January 2012, indicating a strong demand in the rental market in Frankston North.

Skye had the highest rental vacancy rate, suggesting low demand in the rental market.

FIGURE 9 - VACANCY RATES, FRANKSTON SUBURBS AND REGION AVERAGES, JANUARY 2012



\* January 2012 data for Seaford and Skye is not available. Vacancy rates are estimates for December 2011.

Source: SQM Research

## 2.2.4 HOUSING AFFORDABILITY

This section provides an overview of housing purchase and rental affordability in the City of Frankston. It is recognised that housing affordability is driven by a range of factors including household income, interest rates, median house price, accessibility to financing, employment and limited housing supply but high demand within a given area.

It is commonly accepted by most Governments and industry groups that paying more than 30% of a household income in housing costs (particularly if that households income is in the lower 40% of the income distribution) is the definition of housing stress, that is low housing affordability.

### HOUSING PURCHASE AFFORDABILITY

A model was developed to demonstrate the relationship between housing costs and average household income, and provide an understanding of local housing purchase affordability.

The proportion of average household income is used in repaying housing loans is the primary indicator of housing purchase affordability. As the proportion of income spent on housing loans increases, the housing purchase affordability decreases, and vice-versa.

This housing affordability indicator is based on the following assumptions:

A loan limit of 90% of the median housing price (for houses, apartments/units);

The term of the loan will be 25 years.

Figure 10 illustrates the housing purchase affordability in Frankston LGA between 2000 and 2010 for houses and apartments/units. Over the period between 2000 and 2010, both affordability of houses and apartments/units has decreased in the Frankston LGA. Key findings include:

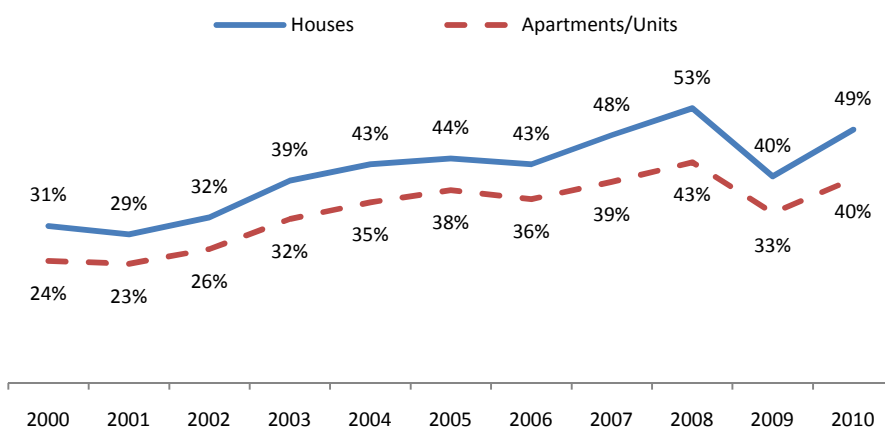


Houses and apartments/units were most affordable in 2001, in which mortgage repayment accounted for 29% and 23% of a household average annual income respectively.

The proportions continued to increase and peaked in 2008 in which mortgage repayment accounted for 53% and 43% of the average annual household income for houses and apartments/units respectively.

There was a decline in housing costs as a proportion of household income in 2009 most likely due to the Global Financial Crisis and lower interest rates, however, housing costs increased again in 2010 due to higher interest rates.

FIGURE 10 - RATIO OF HOUSING COSTS & AVERAGE HOUSEHOLD INCOME, HOUSES & UNITS/APARTMENTS, FRANKSTON



Source: ABS Census Data 2006; Median property prices, A Guide to Property Values 2010; Reserve Bank of Australia, Reserve Bank Bulletin, Statistical Tables, Financial Markets, Interest Rates, Table Fo5 Indicator Lending Rates (Housing Loans; Variable; Banks; Standard) - Yearly Median.

#### COMPARISON WITH SELECTED REGIONS

This section compares the housing affordability between the City of Frankston, selected LGAs and the Melbourne SD between 2000 and 2010. Analysis indicates that the:

Affordability of houses and apartments in the City of Frankston was similar to the City of Casey in 2010.

Houses in the Frankston LGA were significantly more affordable in 2010 in comparison to the Cities of Kingston and Dandenong and the Melbourne SD.

Apartment affordability in Frankston decreased during the period between 2000 and 2010. This is consistent with trends in the City of Casey and Melbourne SD.

#### HOUSING RENTAL AFFORDABILITY

An 'affordable' rental property is one which the rent can be met by low-income households based on current (2012) Centrelink income.

Figure 11 illustrates the proportion of 'affordable' rental properties in the Cities of Frankston, Casey, Greater Dandenong, Kingston, Mornington Peninsula and metropolitan Melbourne during 2000 and 2010, as calculated by the Department of Human Services. Importantly this figure indicates that:

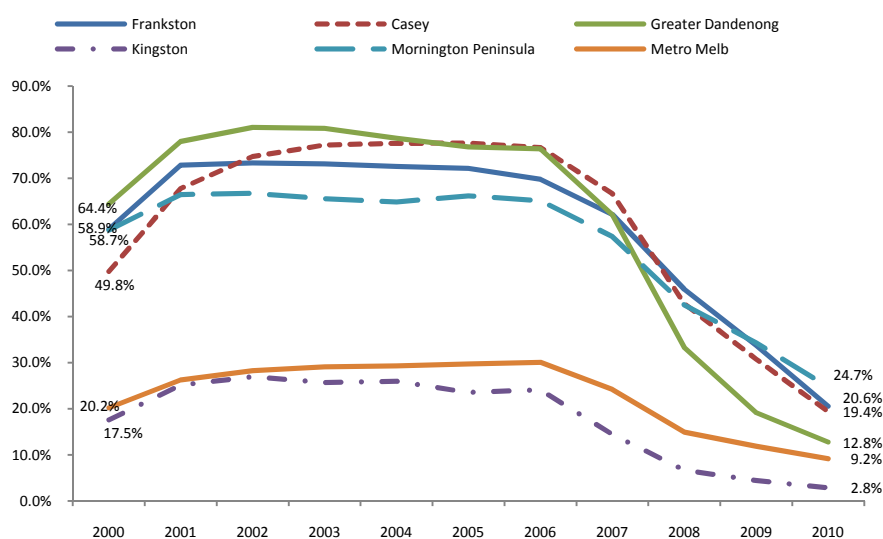
The proportion of 'affordable' rental properties decreased significantly during 2006 and 2010 in Frankston and in all selected municipalities.

In 2010, 20.6% of all rental properties in the Frankston LGA were affordable. This was comparable to the Casey and Mornington Peninsula Council areas.

Frankston had a greater share of affordable rental properties than Kingston and Greater Dandenong in 2010. This suggests that although the City has experienced decreasing rental affordability between 2006 and 2010, the municipality remained relatively affordable when compared with surrounding Council areas.

The proportion of affordable rental properties in Frankston decreased by an average of 10% per annum between 2000 and 2010, similar to Casey and Mornington Peninsula LGA.

FIGURE 11 - PROPORTION OF AFFORDABLE RENTAL PROPERTIES BY SELECTED COUNCIL AREA AND METRO MELBOURNE 2000-2010



Source: Rental Reports, September Quarter 2011, Table 13 – Affordable Lettings by LGA, Department of Human Services Victoria.

### 2.2.5 ALTERNATIVE HOUSING FORMS

There are some population groups 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 includes groups such as the elderly, people with a disability, youth etc. These groups may be housed in alternative dwelling types such as retirement homes, nursing homes or assisted living units.

This section presents an overview of the current supply of alternative housing forms in Frankston.

## 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 were more than 50 registered rooming houses in 2011, with potentially double the stock operating as unregistered rooming houses.

The City's rooming house stock provides longer term, transitional and emergency accommodation, most generally for males. Furthermore the quality of rooming house stock in the municipality varies widely.

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.

## NURSING HOMES

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

There are currently a total of 924 beds in the municipality, of the low and high care variety, provided in 15 facilities across Frankston City.

## RETIREMENT VILLAGES

A total of 1,302 retirement village units are located in Frankston City. Retirement villages consist of two types, namely those that offer:

- Affordable rental into retirement
- Accommodation for purchase.

## COMMUNITY RESIDENTIAL UNITS

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.

## 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 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 211 SRS beds registered in the City, all of which are located in the suburb of Frankston.

## 2.3 PROJECTED HOUSING NEED

This section presents population and household projections for the purposes of estimating dwelling requirements in Frankston City over the next 20 years.

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 using the following methods:

- 'Victoria in Future' (VIF) projections prepared by the Department of Planning and Community Development in 2012; and

- Extrapolation of historical population growth between 1996 and 2011 based on ABS Census data.

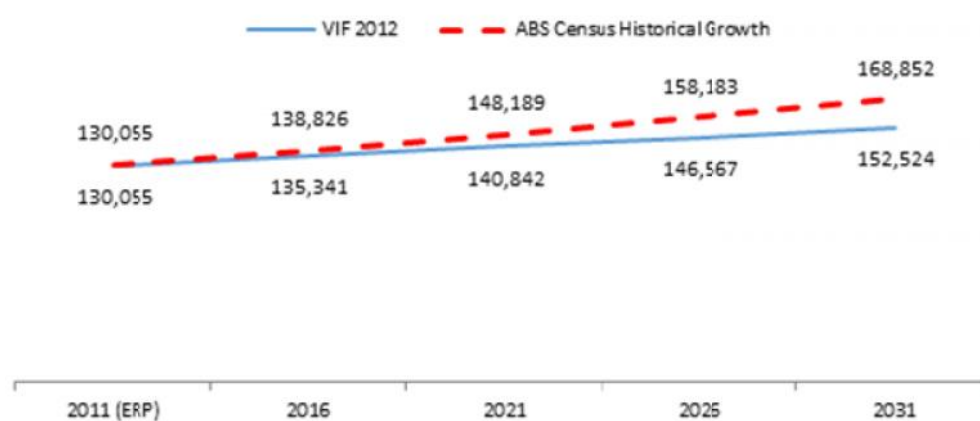
### 2.3.1 POPULATION GROWTH

According to VIF (2012), the Frankston LGA population will increase by 27,535 persons between 2011 and 2031; an average annual growth rate of 0.8%.

However, based on an extrapolation of the historical growth, the Frankston LGA population will increase by 39,881 persons between 2011 and 2031; an average annual growth rate of 1.3%.

These projection scenarios are illustrated at Figure 12.

FIGURE 12 - CITY OF FRANKSTON POPULATION PROJECTIONS



Source: Victoria in Future, Department of Planning and Community Development, 2012 & ABS Census Data.

As shown in the figure above, 'Victoria in Future' projects a lower annual growth rate (0.8% p.a.) than the historical growth method.

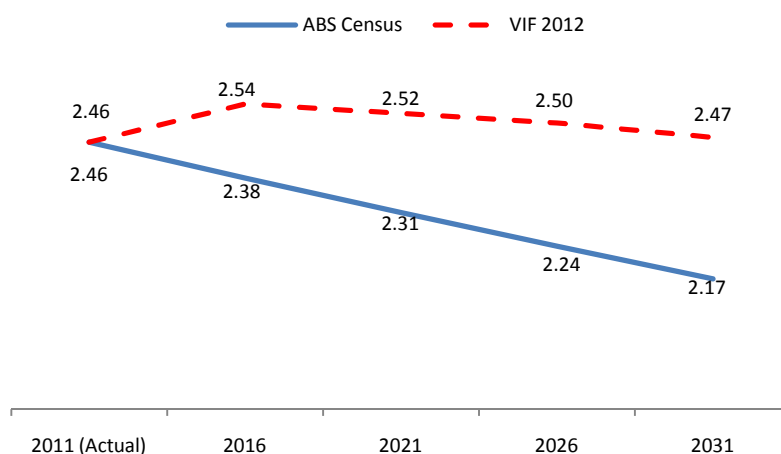
The historical growth method assumes previous population change will continue for the next 20 years and thus projects a linear growth scenario. For the purpose of this report, the 'Victoria in Future' projection is considered more realistic and thorough in its methodology, and will be utilised to estimate future housing demand in the Frankston LGA.

## 2.3.2 HOUSEHOLD SIZE

To express the population growth projections in terms of dwellings, VIF and the historical growth scenario include estimates of average household size over the forecast period.

Figure 13 shows household size projections for Frankston City. VIF projects a gradual decline in household size to 2.47 persons per household in 2031, whereas the historical trend indicates a sharp decline to 2.26 persons per household in 2031.

FIGURE 13 - CITY OF FRANKSTON HOUSEHOLD SIZE PROJECTIONS



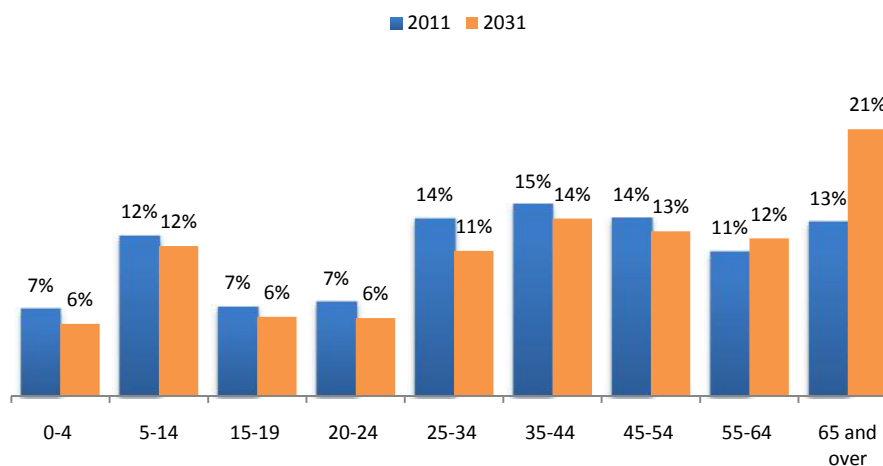
Source: Victoria in Future, Department of Planning and Community Development, 2012, ABS Census Data 2011

## 2.3.3 AGE STRUCTURE

VIF also provides population projections by age groups. The projected age structure of Frankston over the period 2011 to 2031 informs the projected composition of new households in the municipality.

Figure 14 illustrates the projected change in age structure of Frankston City between 2011 and 2031. Importantly it projects that the municipality will experience a decrease in the proportion of residents in all age groups between 2011 and 2031 except for the proportion of residents aged over 55 years, and particularly 65 years and over.

FIGURE 14 - FORECAST CHANGE IN AGE STRUCTURE 2011-2026



Source: *Victoria in Future, Department of Planning and Community Development, 2012.*

## 2.3.4 DEVELOPMENT TRENDS

### DWELLING APPROVALS

An assessment of dwelling approvals in Frankston City over the last five years is another method to estimate the likely household growth in the municipality over the next 20 years.

Table 9 illustrates the number of dwelling approvals in the municipality over the last five financial years.

TABLE 9 - CITY OF FRANKSTON BUILDING APPROVALS 2006/07 - 2010/11

	NO. OF DWELLING APPROVALS
2006/07	1,013
2007/08	907
2008/09	578
2009/10	949
2010/11	1,199
Average no. dwelling approvals per year	929

Source: *Residential Land Bulletin, Department of Planning and Community Development 2006-2011*

Council's building approvals register shows that for every 100 dwellings approved between 2007 and 2011, 7.6 dwellings were demolished. When this rate is applied to the approvals in the table above, it is estimated that 71 dwellings were demolished per annum during the period between 2006/07 and 2010/11, resulting in a net dwelling increase of 858 dwellings per annum.

## HOUSING DEVELOPMENT DATA

Housing Development Data commissioned by the Department of Planning and Community Development shows that over the period 2004 to 2008:

The Frankston LGA experienced an average net increase of 813 dwellings per year;

The Frankston LGA experienced an average annual percentage growth in dwelling stock of 1.7% between 2004 and 2008, in-line with growth across metropolitan Melbourne;

Langwarrin, Skye and Frankston had the highest number of vacant lots in 2008;

Vacant residential land decreased each year from 1,647 lots in 2004 to 725 in 2008;

Carrum Downs, Skye and Langwarrin accounted for 606 new dwellings per annum between 2004 and 2008. This is equivalent to 75% of the net new dwellings in the LGA per annum;

60% of all dwellings in the Frankston LGA were on lots between 500 and 800 sqm in 2008;

The median land area consumed per existing dwelling in the municipality was 623 sqm in 2008.

### 2.3.5 PROJECTED HOUSEHOLD GROWTH

Table 10 presents two scenarios of projected additional dwellings required in the City between 2011 and 2031 based on the population and average household size projections derived from VIF and the average number of dwelling approvals in the last five years.

It is projected that between 11,022 and 17,160 additional houses will be required in Frankston City over the next 20 years to support anticipated population growth. On average, the Frankston municipality will require approximately 521 to 858 new dwellings each year to meet projected demand.

It is important to note the distinct differences between the VIF projections and dwelling approvals scenario. The VIF projections for Frankston predict a lower rate of population growth, and a higher average household size.



TABLE 10 - CITY OF FRANKSTON PROJECTED HOUSEHOLD GROWTH 2011-2031

HOUSEHOLD GROWTH SCENARIO	2011 (ERP)	2016	2021	2026	2031	ADDITIONAL DWELLINGS REQUIRED 2011-2031	ADDITIONAL DWELLINGS / YEAR 2011-2031
VIF 2011							
Population	130,055	135,341	140,842	146,567	152,524		
Average Household Size	2.53	2.54	2.52	2.50	2.47		
Estimated Dwelling Requirement	<b>51,323</b>	<b>53,284</b>	<b>55,890</b>	<b>58,627</b>	<b>61,751</b>	<b>10,428</b>	<b>521</b>
DWELLING APPROVALS							
Average no. of dwelling approvals per annum	858	858	858	858	858		
Estimated Dwelling Requirement	<b>51,323</b>	<b>55,613</b>	<b>59,903</b>	<b>64,193</b>	<b>68,483</b>	<b>17,160</b>	<b>858</b>

Source: Victoria in Future, Department of Planning and Community Development, 2012, ABS Census Data 2006, ABS ERP 3218.0 - Regional Population Growth, Australia, 2011-12 and Residential Land Bulletin, Department of Planning and Community Development, 2006 – 2011.

## PROJECTED DEMAND FOR HOUSING BY HOUSEHOLD COMPOSITION

The projected composition of new households in the City of Frankston is presented at Table 11. The largest components of the household growth in the City are forecast to be in 'couples without dependents' households (34%) and lone person households (25%).

TABLE 11 - PROJECTED DWELLING DEMAND &amp; HOUSEHOLD COMPOSITION 2011-2031

	FRANKSTON HOUSEHOLD COMPOSITION 2011	FRANKSTON HOUSEHOLD COMPOSITION 2031	COMPOSITION OF NEW DWELLINGS BETWEEN 2011 & 2031	VIF 2012 SCENARIO	BUILDING APPROVALS SCENARIO
Couples without dependents	24%	26%	34%	3,722	5,795
Couple families with dependents	31%	29%	24%	2,690	4,188
One parent family	14%	14%	12%	1,377	2,144
Other families	1%	1%	1%	112	174
Lone person households	26%	26%	25%	2,785	4,336
Group households	4%	3%	3%	336	523
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>11,022</b>	<b>17,160</b>

Source: Urban Enterprise based on Forecast ID, 2010, ABS Census Data 2006 & ABS Census Data 2011

## 2.3.6 FUTURE HOUSING PROFILE

Table 12 presents an indicative breakdown of the projected demand for different housing types as a proportion of overall dwelling requirements to 2031 in Frankston City. This table is based on the projections of household composition in Table 11 matched with corresponding housing types informed by discussions with real estate agents and developers. It provides a range of projected demand for dwelling types based on VIF 2012 data as well as recent development trends in the municipality.

The figures provided in table below are indicative only and are intended to provide a broad estimate of dwelling requirements over the next 20 years. It is important to note that the housing types and sizes required in the City will vary both across the municipality and even within each suburb.

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. The vast majority of this development is detached houses – this suggests that recent development data which shows strong demand for detached dwellings is likely to be strongly influenced and led by supply of broadhectare residential lots over the past 3 – 5 years. Given that the supply of broadhectare residential land in the municipality is almost exhausted, this rate of growth in detached dwellings is not sustainable, and alternative dwelling types (i.e. semi-detached and apartments) will need to constitute an increasing proportion of the new dwelling stock than at present.

TABLE 12 - PROJECTED CITY OF FRANKSTON HOUSING PROFILE

DWELLING TYPE	VIF 2012		BUILDING PERMITS	
	NO.	%	NO.	%
<b>APARTMENTS</b>				
1 bedroom/studio	1,208	11%	1,880	11%
2 bedrooms	984	9%	1,532	9%
3 or more bedrooms	248	2%	386	2%
<b>Sub-total Apartments</b>	<b>2,440</b>	<b>22%</b>	<b>3,799</b>	<b>22%</b>
<b>SEMI -DETACHED HOUSES</b>				
2 bedrooms	1,572	14%	2,447	14%
3 or more bedrooms	985	9%	1,534	9%
<b>Sub-total Semi-detached</b>	<b>2,557</b>	<b>23%</b>	<b>3,981</b>	<b>23%</b>
<b>DETACHED HOUSES</b>				
2 bedrooms	2,014	18%	3,135	18%
3 or more bedrooms	4,011	36%	6,245	36%
<b>Sub-total detached</b>	<b>6,025</b>	<b>55%</b>	<b>9,380</b>	<b>55%</b>

<b>Total</b>	<b>10,978</b>	<b>100%</b>	<b>17,160</b>	<b>100%</b>
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*Source: Urban Enterprise based on Forecast ID, 2010, ABS Census Data 2006 & ABS Census Data 2006*

## HOUSING TENURE

Section 2.2.2 – Housing Characteristics provided an overview of tenure by housing type in City. It highlighted that in 2006 approximately one quarter of all dwellings were 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.



# 3

## VISION & KEY DIRECTIONS

## 3.1 THE CHALLENGE

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The preceding chapters have established that the City is expected to require an additional 11,000 to 17,200 dwellings over the next 20 years. It is anticipated that:

The 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 the City will be in 'couples without dependents' and 'lone person' households.

The municipality will experience a decrease in the proportion of residents in all age groups, except for the proportion of residents aged 65 years and over.

The majority of new dwellings will be detached and semi-detached houses.

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;

Relative socio-economic disadvantage of the area;

Demand for and distribution of 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.

As such this 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 section.

### 3.1.1 VISION

The Vision for housing in the City of Frankston has been developed to address the challenges and present a clear direction for the City:

*The City of Frankston will improve the quality of life for current and future residents by managing housing growth in a sustainable manner, ensuring that the community has access to a range of housing choice that allows for differences in economic and social circumstance, lifestyle, ethnicity, ability and age.*

*The City encourages socially and environmentally sustainable housing that is well designed and located, affordable, accessible and adaptable. Housing will respond to and respect the natural environment, coastal processes and local character of residential areas.*

### 3.1.2 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 dwellings in the City (e.g. through alterations, redevelopments, programs to encourage retrofitting for ESD design).

The Strategy provides a framework for housing growth and provides guidance to inform both strategic and day-to-day decision making in the municipality.





# 4

## LOCATION & CAPACITY

## 4.1 OVERVIEW

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According to the housing projections, between approximately 11,000 and 17,200 new dwellings will be needed over the next 20 years to accommodate anticipated population growth. It is projected that almost half of all new dwellings will be attached and semi-detached housing types (45%) and the balance will be detached houses (55%).

The supply of broadhectare 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 analysis has 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.

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.

### 4.1.1 HOUSING CHANGE AREAS

This chapter presents the Housing Framework Plan for the City of Frankston. The Housing Framework Plan, presented at Figure 15, delineates the housing change areas into four broad categories. Refer to Appendix A for a description of the detailed methodology used to distinguish these areas. The approach built on and refined the outcomes of the *Identifying Potential for Housing Growth in Frankston Study* (Planisphere, 2010).

The broad housing change areas include:

**Activities Structure Plan Areas** include Frankston Central Activities Area and Karingal Major Activities Area. Future housing in these areas should be located and of a scale and form consistent with the adopted Structure Plans for each Activities Area.

**Substantial Change Areas** provide for housing growth by a mix of housing types that predominantly includes medium to higher density housing in appropriate locations. There are two categories of substantial change areas identified, namely:

- Substantial Change Opportunities Sites

- Substantial Change Areas.

**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:

- Incremental change areas
- Limited incremental change areas.

**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 State Government has recently released for public comment three new residential zones to replace the existing provisions. The exhibition period ends in late September 2012. An overview of the objectives, application and features of the draft new residential zones is provided at Appendix B. The proposed housing change areas are broadly consistent with the proposed new zones.

## 4.1.2 HOUSING CAPACITY

A housing capacity analysis has been undertaken to quantify the supply of land if developed to its maximum residential potential. The analysis included land within the Frankston Activities Area and Karingal Activities Area as well as Substantial Change Areas and Substantial Change Opportunity Sites identified in the Housing Framework Plan.

The calculation of total potential capacity in this way can be used to determine the likely number of dwellings that will be constructed over a period of time when a rate of development assumed. This redevelopment rate is typically based on past trends, with some allowances for variations.

The analysis undertaken as part of this study assumes that:

- Substantial Change Areas and Opportunity Sites will be developed with semi-detached dwellings
- Semi-detached dwellings will accommodate a 250sqm/dwelling, 3 storeys and 80% site coverage
- Frankston CAD yield is based on the capacity calculations contained in the *Preliminary Working Draft Frankston Activities Area Structure Plan (2012)*
- Karingal MAA yield is based on the capacity calculations contained in the *Draft Karingal Major Activity Centre Structure Plan (2011)*.

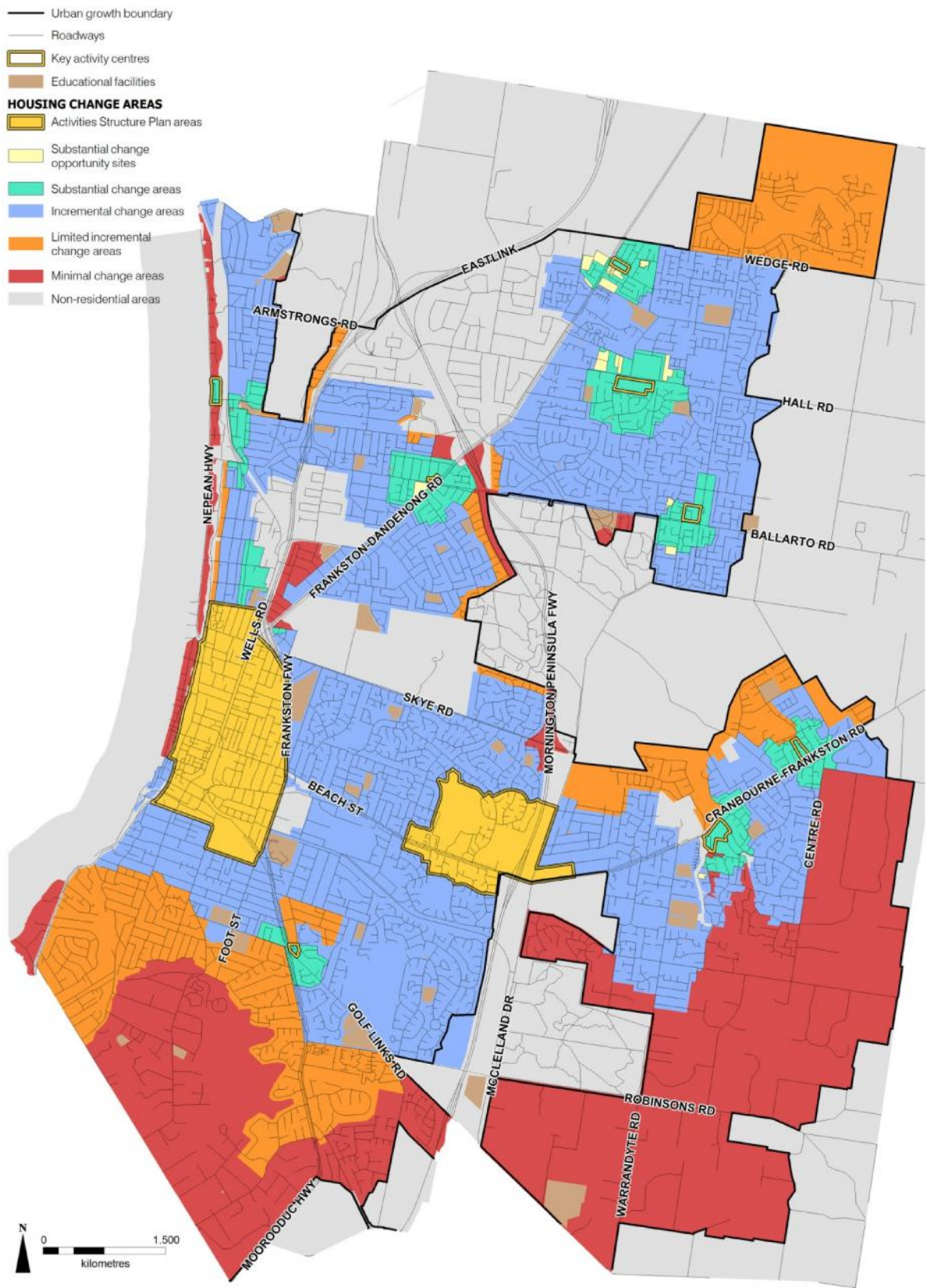
The analysis also identified the potential for the identified Incremental Change Area to accommodate 2,000 new dwellings if all vacant residential sites were redeveloped with one dwelling.

A description of the methodology, assumptions and findings of this assessment is contained in the document titled Frankston Housing Strategy Capacity Analysis.

The findings of the capacity analysis indicate that there is adequate land supply within the Frankston Activities Area, Karingal Activities Area, Substantial Change Area, Opportunity Sites and Incremental Change Area to accommodate the City's forecast population growth.

However the typical rate of development in the municipality, even when doubled, does not produce sufficient housing to meet future needs within 20 years. Therefore the rate of development needs to be substantially increased to ensure the housing needs of the City are met.

FIGURE 15 - FRANKSTON HOUSING FRAMEWORK PLAN



## 4.2 ACTIVITIES STRUCTURE PLAN AREAS

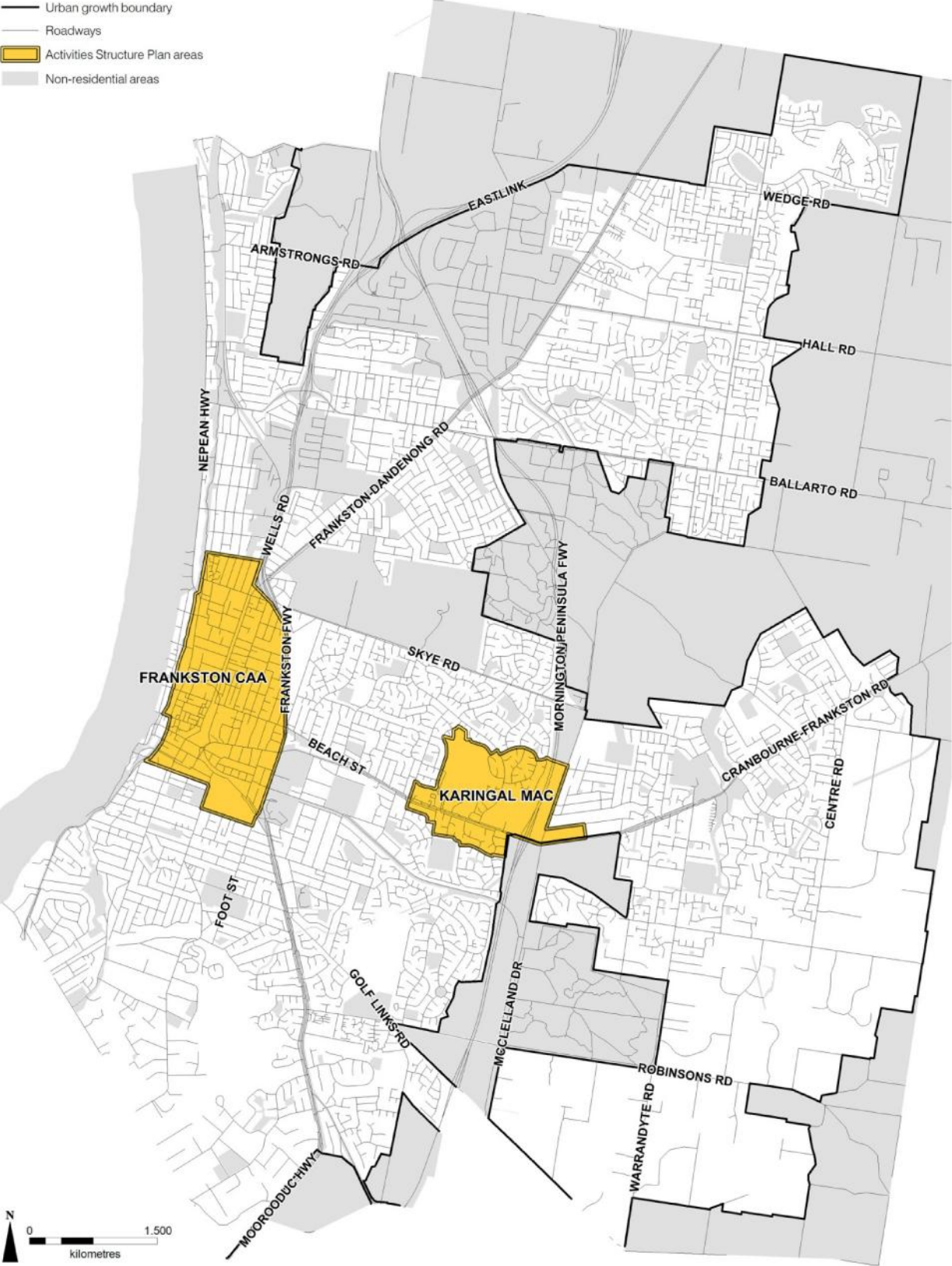
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The Activities Structure Plan Areas encompass the Frankston Central Activities Area and the Karingal Major Activities Area. The former performs a significant regional role and the latter, a local role, for the provision of retail, service, community and leisure services and facilities. These areas are subject to a separate Structure Plan process that is identifying in detail the housing opportunities within the Activities Areas.

The Plans provide detailed guidance related to housing development. Future housing in these areas should be located and of a scale and form consistent with the Structure Plans for each Activities Area.

Figure 16 illustrates the location of the Activities Structure Plan Areas.

FIGURE 16 - FRANKSTON ACTIVITIES STRUCTURE PLAN AREAS



## 4.3 SUBSTANTIAL CHANGE

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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.

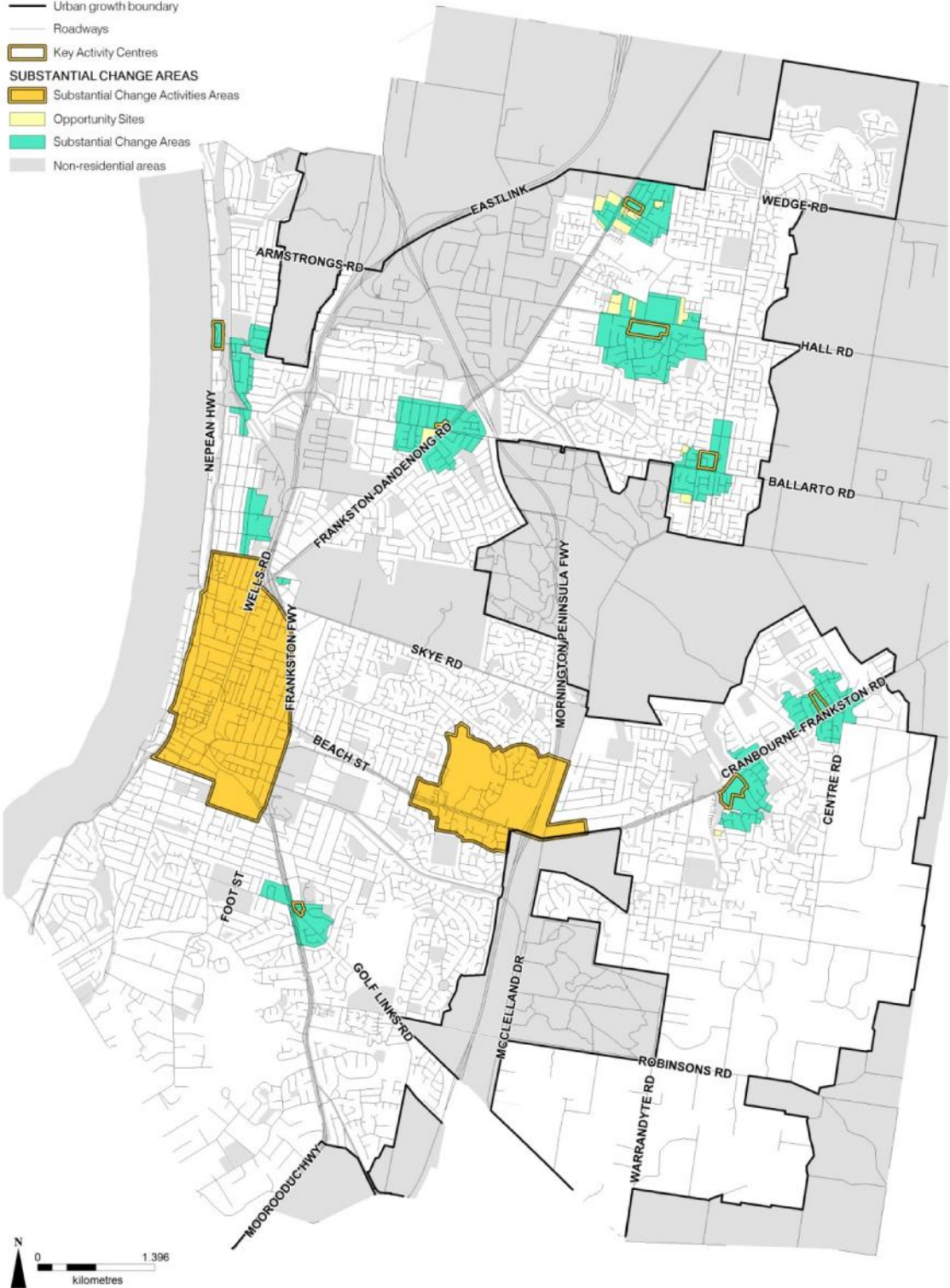
**Opportunity Sites** - These are usually areas that are located within close walking distance to public transport, services and facilities; are identified in the UDP; and have an area greater than 5,000sqm. Future housing at these sites will generally comprise apartments and some semi-detached dwellings.

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

Figure 17 illustrates the location of Substantial Change Areas and Opportunity Sites across the City of Frankston.



FIGURE 17 - SUBSTANTIAL CHANGE AREAS



## 4.4 INCREMENTAL CHANGE

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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.

Incremental Change Areas have been delineated in locations that:

- Are located distant (outside walking distance) from activity centres and the Principal Public Transport Network

- May possess some constraints to development.

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

**Incremental Change Areas** – includes areas distant (outside walking distance) from activity centres and the rail network. They are not restricted by constraints and are therefore able to provide a diversity of housing types within standard residential areas, provided developments are well designed and have regard to neighbourhood character.

**Limited Incremental Change Areas** – include those areas that are partially constrained, but not so much so that some limited growth cannot occur. This usually applies to land that has restrictive environmental or subdivision constraints.

Figure 18 illustrates the location of Incremental Change and Figure 19 the location of Limited Incremental Change Areas across the City of Frankston.

FIGURE 18 - INCREMENTAL CHANGE AREAS

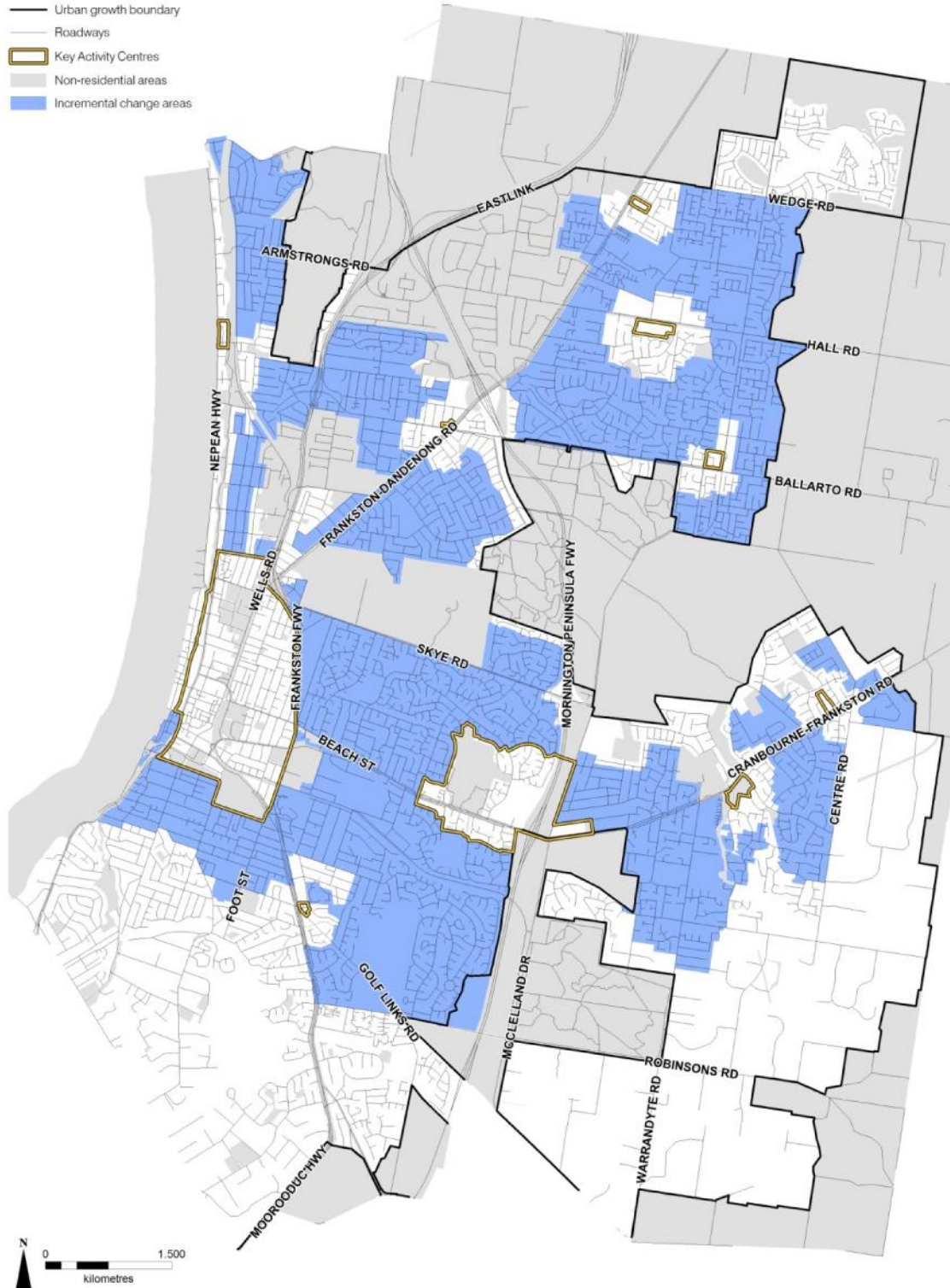
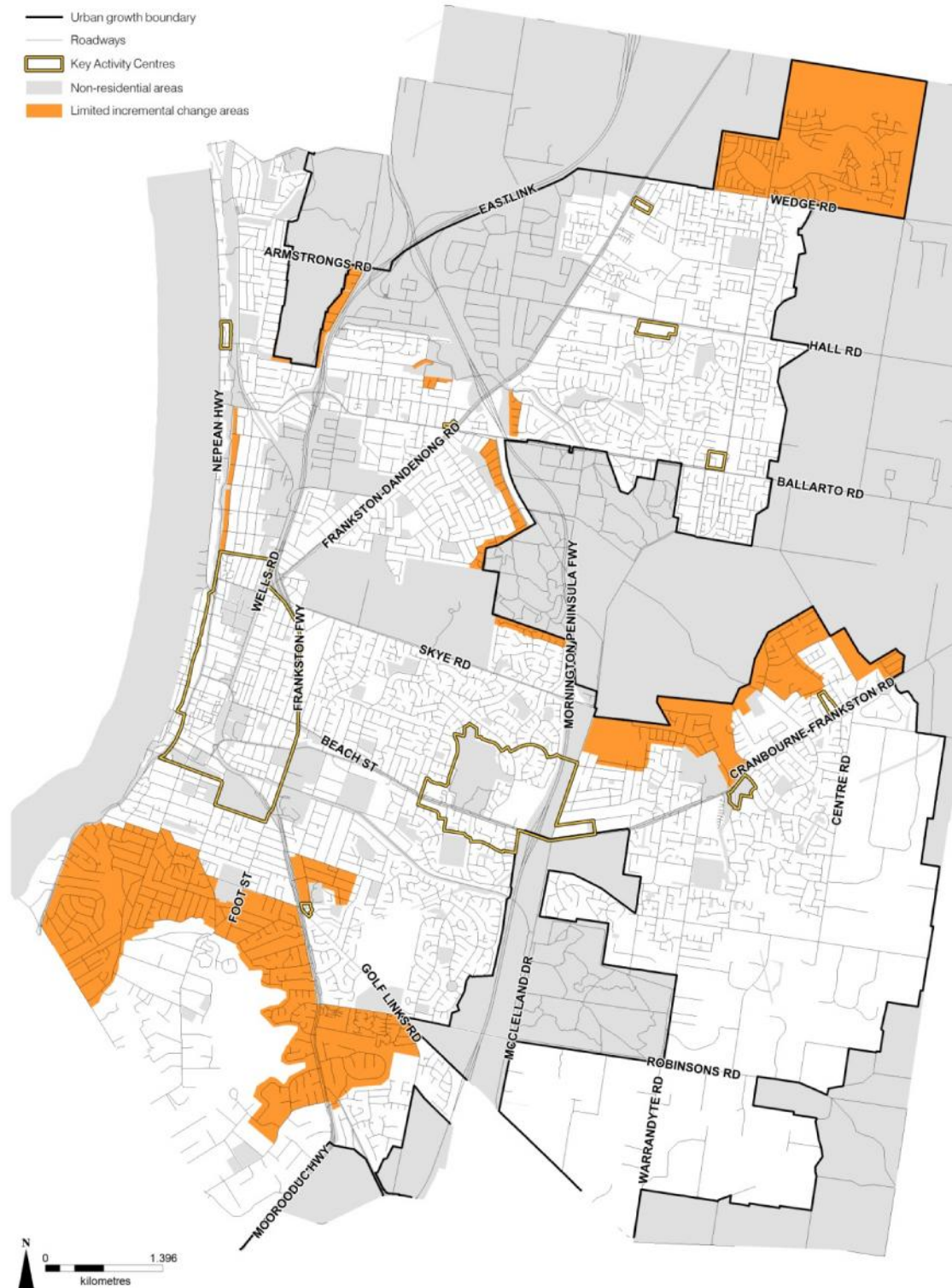


FIGURE 19 - LIMITED INCREMENTAL CHANGE AREAS



## 4.5 MINIMAL CHANGE

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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)

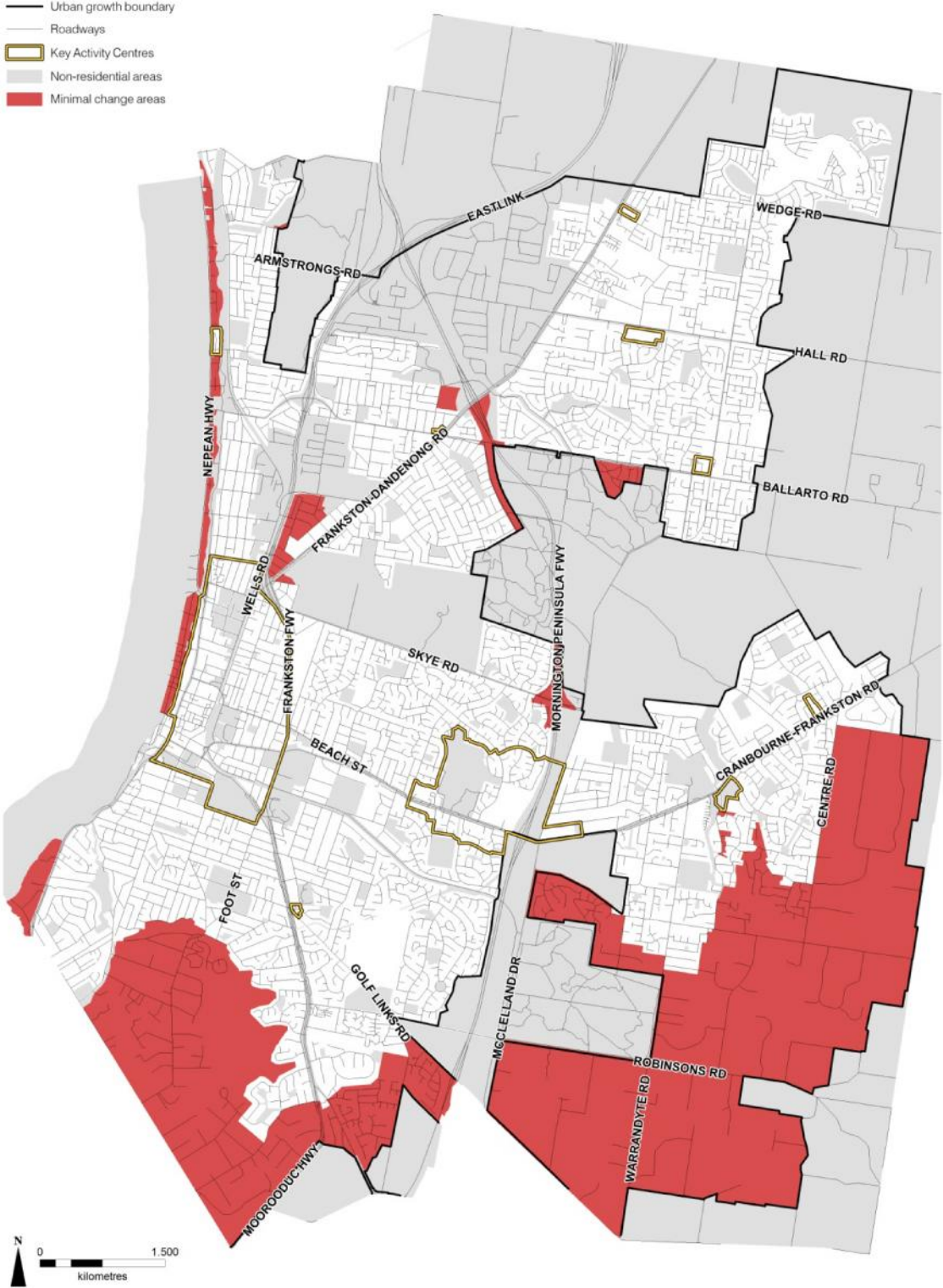
- Are identified as being acutely vulnerable to inundation due to stormwater flooding and included within the Special Building Overlay.

- Medium-high 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 20 illustrates the location of Minimal Change Areas across the City of Frankston.

FIGURE 20 - MINIMAL CHANGE AREAS



## 4.6 KEY DIRECTIONS

The City of Frankston contains a diverse range of residential environments, including areas with established heritage and neighbourhood character values and areas of environmental and landscape sensitivity. The municipality contains traditional housing estates, rural residential allotment as well as multi-unit developments.

The supply of broadhectare residential land in the municipality is almost exhausted. Therefore housing growth in the municipality will predominately be provided through infill housing. This Housing Strategy seeks to ensure the 'right' types of housing to the 'right' locations, to ensure future dwellings are appropriately serviced, meets the needs of a range of lifestyles and lifestages, and do not undermine environmental, landscape, heritage and character values.

### 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.

Issue	City is forecast to grow by an approximately 11,000 to 17,200 dwellings over the next 20 years. There is limited broadhectare land available for residential subdivision.
Objective	<b>Encourage housing growth in areas which provide high levels of residential amenity and have the greatest capacity for change</b>
Actions	Amend the Municipal Strategic Statement to include the Frankston Housing Framework Plan.
	Amend the Municipal Strategic Statement to include the policy objectives and directions for substantial, incremental and minimal change areas.
	Amend the Frankston Planning Scheme to include the Frankston Housing Strategy as a Reference Document.
	Align the application of new residential zones across the municipality, once adopted by State Government, with the findings and directions of this Housing Strategy.

	<p>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.</p> <ul style="list-style-type: none"> <li>– 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.</li> </ul>
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## 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. This may need to be delivered via State agencies and organisations or through the private sector.

Issue	Improvements and upgrades to servicing, transport and community infrastructure should accompany increases in residential densities across the municipality.
Objective	<b>Ensure residential areas are appropriately serviced by physical and community infrastructure</b>
Actions	Develop a Community Infrastructure Plan for the City to identify shortfalls and gaps in existing facilities and services and establish future requirements for community infrastructure.
	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 open space.
	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 Melbourne Water undertake a capacity study of servicing infrastructure to ensure the network can appropriately cater to increased residential densities
	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.



## FACILITATING RESIDENTIAL DEVELOPMENT

Despite the adequate supply of developable residential land in the municipality, the rate of delivery of land and dwellings to the market is currently not meeting the needs of the municipality's growing population. To ensure that the housing needs of the City are met at a sustainable ongoing rate, efforts should be made to optimise local conditions for expedited housing delivery.

The consequences of allowing the housing delivery rate to remain, or fall further, behind the projected rate of housing demand include reduced housing affordability, increasing homelessness and unsatisfactory choices for existing residents wishing to transition through the housing market.

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.

Issue	Frankston's housing market is not currently producing enough dwellings to meet the needs of the municipality's growing population
Objective	<b>Encourage residential development in appropriate areas to ensure sufficient supply of dwellings and housing choice for future residents</b>
Actions	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),.
	Monitor housing delivery and consumption rates, including quantity, quality and location bi-annually.
	Advocate to Places Victoria to undertake housing renewal projects within the City, particularly with the Frankston Activities Area and Karingal Activities Area.
	Explore the potential to partner with the private sector and develop a multi-dwelling demonstration project
	Advocate to State Government to attract funding/grants for local housing projects and studies to identify local development constraints



# 5

## DIVERSE HOUSING

## 5.1 OVERVIEW

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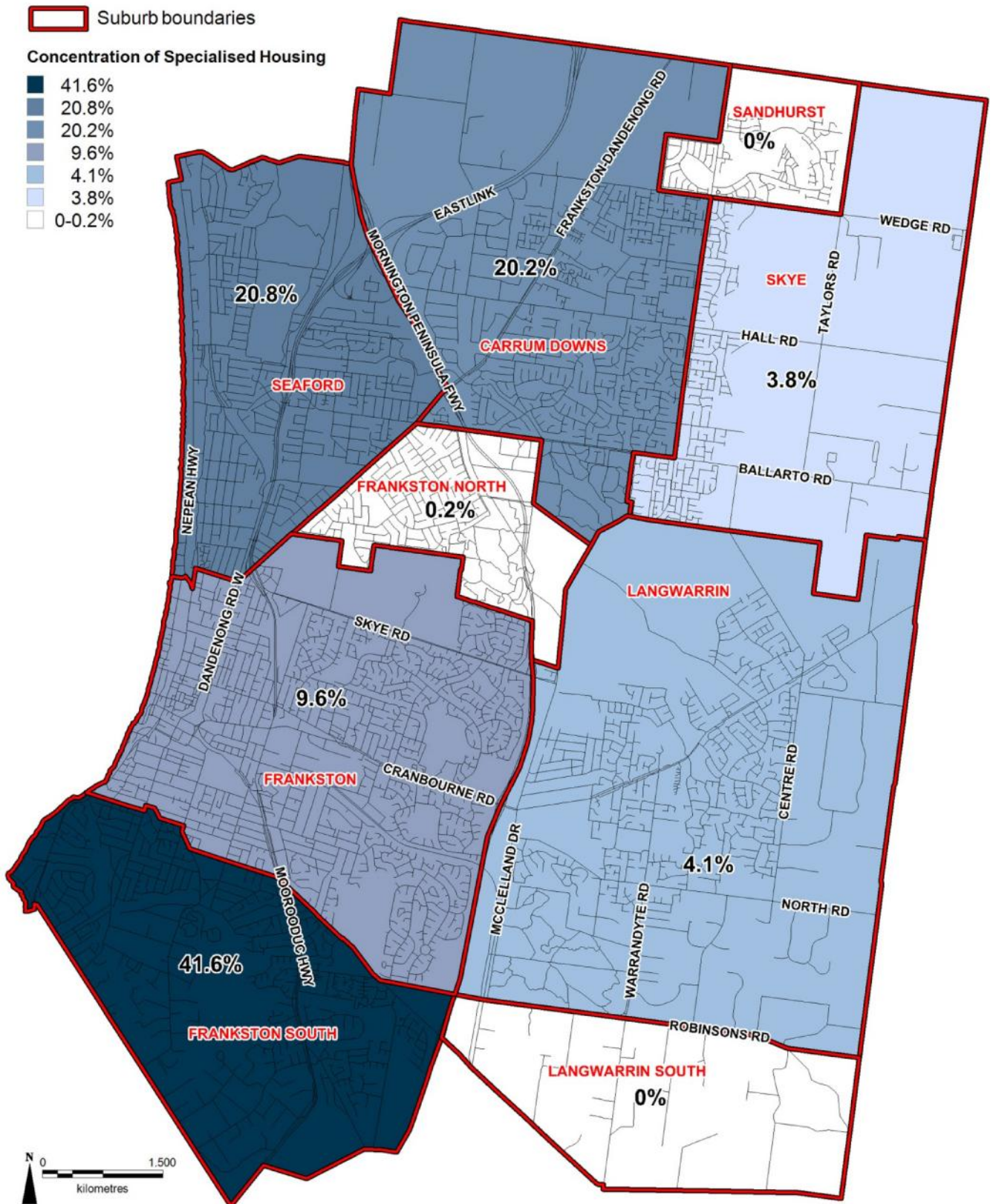
The provision of a diverse housing stock supports local housing choice, affordability and adaptability and reinforces the concept of aging in place.

The City's housing stock is presently dominated by separate houses (83%), followed by semi-detached and attached dwelling types (16%). According to the housing projections, between approximately 11,000 and 17,200 new dwellings will be needed over the next 20 years to accommodate anticipated population growth. The demographic profile of the municipality is also shifting: households are becoming smaller and residents are ageing. Therefore there is a need to diversify the City's housing stock, to ensure it meets the needs of its changing population.

The City has a number of population groups with particular housing in terms of design, location, tenure and cost. Council must focus on improving the diversity, affordability and accessibility of housing stock to meet the needs of these special groups to ensure that they not displaced or discouraged from living in the municipality, due to inappropriate housing stock.

Figure 21 illustrates the concentration and distribution of specialised housing types (e.g. aged care, assisted living units) across the City. It indicates that there are currently concentrations of specialised housing in Frankston South, Seaford and Carrum Downs.

FIGURE 21 - CONCENTRATION OF SPECIALISED HOUSING IN FRANKSTON



## 5.2 KEY DIRECTIONS

### 5.2.1 HOUSING DIVERSITY

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.

Issue	The current housing stock in the City of Frankston is dominated by separate houses. The municipality is predicted to require additional 11,100 – 17,200 new dwellings over the next 20 years. A diverse range of housing is needed to respond to the municipality's growing and changing population.
Objective	<b>Increase the range of housing types across the municipality</b>
Actions	Update the Municipal Strategic Framework to encourage the development of a diverse housing stock, consistent with the Housing Framework Plan and identified housing needs for the City.
	<p>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"> <li>– 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.</li> <li>– in Incremental Change Areas – implementation of preferred neighbourhood character statements, site responsiveness, housing diversity, universal design, environmental sustainability, and interfaces with adjoining residential areas.</li> <li>– in Minimal Change Areas – address preserving heritage and environmental values, enhancing neighbourhood character, internal amenity, and interfaces with adjoining residential lots.</li> </ul> <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>
	<p>Prepare guidelines for Neighbourhood Activity Centres which:</p> <ul style="list-style-type: none"> <li>– Evaluate their alignment with the areas of change identified in this Strategy</li> <li>– Consider the appropriate dwelling mix</li> <li>– Identify appropriate public realm initiatives that will support and complement the development of private land;</li> <li>– Review associated planning policies and controls, as necessary, to reflect the extent of housing growth and change envisaged by the Housing Framework Plan.</li> </ul>

## MONITORING & 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.

Issue	Ongoing collection and analysis of development data to understand local trends. Need to build private and public sector understanding of future housing needs in the municipality.
<b>Objective</b>	<b>Monitor and engage with stakeholders on housing development trends</b>
Actions	<p>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:</p> <ul style="list-style-type: none"> <li>– Address, property identifier and suburb (must be linked to the GIS for mapping and spatial analysis purposes)</li> <li>– Zones and overlays</li> <li>– Activities Area (if applicable)</li> <li>– Housing change area (as per Housing Framework Plan)</li> <li>– Land use (eg. residential, commercial, retail, industrial, institution)</li> <li>– Category (eg. new building, extension, demolition, change of use, etc)</li> <li>– Number of dwellings (if residential)</li> <li>– Parcel area, floorspace and number of storeys (if available)</li> <li>– No. of bedrooms (if dwelling)</li> <li>– Permit type (building or planning) and permit application ID</li> <li>– Permit status</li> <li>– Date information (date lodged, date granted, etc.)</li> <li>– Year</li> <li>– Description</li> </ul>
	<p>Develop a monitoring system for development within Activities Areas. This should include:</p> <ul style="list-style-type: none"> <li>– Project/Development Name</li> <li>– Number of dwellings</li> <li>– Number of storeys</li> <li>– Street address</li> <li>– Suburb</li> <li>– Number of dwellings per year (if staged development)</li> </ul>

	<p>Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This report should include:</p> <ul style="list-style-type: none"> <li>– Updated population and demographic profile and projections</li> <li>– Assessment of dwelling mix: dwelling type and tenure</li> <li>– Analysis of building and planning permit data: location and type of housing development</li> <li>– Development of lots &gt;1000sqm</li> </ul> <p>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.</p>
	<p>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.</p>

## 5.2.2 HOUSING VULNERABLE 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:

- Lone person households
- Youth & students
- Older people
- People with a disability

### LONE PERSON HOUSEHOLDS

Although approximately one quarter of Frankston's population, or 12,400 persons, lived in 'lone person households' in 2006, the City's housing stock predominantly comprises separate dwellings. Single person households encapsulate a broad range of residents, across lifestages and socio-economic profiles, including unemployed, pensioners, beneficiaries, aged persons, disabled persons and students.

Analysis of housing data indicates that singles in Frankston would generally be described as 'housing over-consumers' as the number of bedrooms within housing outstrips a single persons daily need. For example, in 2006 approximately 48% of lone-person households live in separate dwellings comprising two or more bedrooms. This suggests a mismatch between the demographic profile and local housing stock.

There are also a large proportion of single persons who are unable to secure affordable and appropriate housing. Their housing needs are currently being provided by range of temporary, inadequate or supported means including caravan parks, rooming houses and nursing homes. These housing types currently represent 6% of the total private sector housing stock in Frankston.



There is an opportunity to develop appropriate targeted singles housing to assist in providing a more sustainable, efficient and equitable supply of housing in the local market.

Issue	Shortage of well located, affordable and appropriate housing suitable for single person households.
<b>Objective</b>	<b>Increase supply of housing suitable for single person households.</b>
Actions	<p>Develop a Lone Person Households Strategy, which addresses the current and predicted needs of lone person households across socio-economic groups and the lifestages.</p> <ul style="list-style-type: none"> <li>– The Strategy should be developed in consultation with the providers of singles housing as well as local residents, in order to better inform the development of singles housing stock, and develop appropriate support needs for local residents.</li> </ul>
	<p>Develop a target for singles housing in the municipality, noting that approximately 30% of singles housing should be affordable social housing to enable current and local unemployed residents to access appropriate accommodation.</p> <ul style="list-style-type: none"> <li>– The target should be developed in consultation with the providers of singles housing as well as local residents, in order to better inform the development of singles housing stock, and develop appropriate support needs for local residents.</li> </ul>

## YOUTH & STUDENTS

The likelihood of younger people, aged 15-24 years, to leave school with limited skills and without employment options is more likely in Frankston than Metropolitan Melbourne, and Victoria. Housing options for young low income unwaged adults include shared or group households which are difficult to obtain without rent references and difficult to maintain due to housing stress and the costs of set up, utility provision and bonds. Other available options are rooming houses and couch surfing.

Providing access to sustainable stable housing provides a potential incentive to lure this group back into the education market. Without particular attention to engaging this group in attaining marketable job skills, their absence from the education and employment markets marks them as likely sufferers of housing stress throughout life.

The City also contains regional education facilities, including a Monash University campus and Peninsula TAFE College. There are opportunities to strengthen Council's relationship with these institutions and increase the supply of student housing in the municipality, to reinforce the Frankston Learning City direction currently being pursued.

Youth and student housing should make it both possible and attractive to engage in earning, learning and living locally.

Issue	High proportion of unskilled and uneducated young people in Frankston without access to secure and affordable housing.
Objective	<b>Provide secure, appropriately located and affordable housing for youth and students</b>
Actions	Maintain relationship with Monash University, Peninsula TAFE College and other tertiary institutions regarding the housing needs of current and future students.
	Encourage student housing in the Frankston CAA and close to the university campuses
	Explore opportunities to provide clear linkages between social housing provision and education.

## OLDER PEOPLE

In 2011 there were 17,306 residents aged 65 years and over, representing approximately 14% of the local population. By 2031 the number of residents of aged over 70 years is forecast to grow to around 23,200 people, to represent approximately 15% of the local population.

The concept of 'ageing in place' provides the basis for the current aged care policy framework in Australia. This approach encourages continued community connection for ageing residents. In order to manage 'ageing in place' without promoting housing over-consumption appropriate options need to be made available for older residents that cater to their particular needs, are attractive and risk limited.

The mainstream housing market in Frankston currently provides few housing options suitable for older residents, aside from some small scale units distributed through the municipality. Alternate forms of accommodation available in the aged care market in Frankston include a total of 2,236 beds or dwellings in the form of aged care beds, retirement village units, hostels and supported residential services. These accommodation types are available to residents outside of the municipality.

It is estimated, based on the current demographic profile, population forecasts and current nursing home allocations, that an additional 3,164 beds or almost four times the current residential aged care stock is needed to service the future population of Frankston. The development of a long term approach to house Frankston's current and future elderly population is therefore needed as a matter of priority.

The following physical and locational attributes for appropriate seniors housing were identified by local residents and housing providers:

Village or community feel, whether inside a retirement village or in a local neighbourhood

Affordable

Close to shops, amenity and services

Accessible and adaptable

Located on flat ground

Not reliant on a lift, if possible

Opportunities for gardening, provided as a small lot, self contained, preferably with a garden, but gardening in pots is possible, gardening

Privacy, not a bedsit but with a separate bed and entertaining area

Sufficient internal space for recreation, storage (including for personalised mobility).

Issue	The population of the City is ageing. A long term strategy is needed to support ageing in place and assisted living for the elderly population.
Objective	<b>Increase supply of appropriately located affordable housing for the elderly</b>
Actions	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)
	Undertake research identifying appropriate models to assist brokering the downsizing of elderly residents in unmanageable accommodation in partnership with local housing and service providers.
	Prepare design guidelines for retirement villages in Frankston which: <ul style="list-style-type: none"> <li>– Mandate a level of housing mix (tenant and private owner)</li> <li>– Provide a level of integrated social and for profit housing to suit developer requirements</li> <li>– Include locational and physical attributes for new villages</li> </ul>
	Develop a strategy to attract unbonded nursing home beds into the municipality for location in areas with the lowest socio-economic outcomes.
	Undertake research to understand elements which support elderly indigenous persons to age healthily, retain mobility and independence outside of nursing homes for longer.

## PEOPLE WITH A DISABILITY

The *Victorian State Disability Plan 2002-2012* states that “as much as possible, people with a disability should be able to choose where they live, with whom and in what type of housing – just like most other members of the Victorian community”.

The settings people with a disability live in, are largely dependent on having accessible and appropriate housing options, choices of care givers, and environments that make living in a community both possible and inclusive. Some persons with a disability live in specialist forms of housing, examples of which are listed below. It is recognised that

specialist housing forms change as the needs of people with a disability change over time. This can include:

- Community Residential Units
- Supported Residential Services, and
- Nursing homes

There are currently 211 beds provided in Supported Residential Services in the City, all of which are located in the suburb of Frankston.

There is an opportunity for Council to develop a strategy to encourage an increased and broader range of accommodation choices catering to the less able, and those in need of various levels of care. Accommodation choices should recognise different life stage requirements, activities, needs and interests of residents.

There are also opportunities for Council to actively promote and support the development of adaptable housing, which incorporates universal design principles such as those contained in the Victorian Building Commission's *Built for Life*.

Developing inclusive and accessible accommodation and built environments has the potential to improve the quality of life and mobility, for all residents, not only for those with a disability.

Issue	Shortage of appropriate, well located and adaptable housing and a range of specialist accommodation options to support people with a disability.
Objective	<b>Support the development of adaptable housing and specialist accommodation for people with a disability</b>
Actions	<p>Liaise closely with the Department of Human Services to plan the allocation and distribution of community residential units for persons with a disability. This should include consideration of:</p> <ul style="list-style-type: none"> <li>– Respite and permanent care options</li> <li>– Needs of ageing disabled residents</li> </ul>
	<p>Develop a strategy to encourage an increased and broader range of accommodation choices catering to the less able, and those in need of various levels of care. This should include consideration of:</p> <ul style="list-style-type: none"> <li>– Innovative Housing Opportunities Program</li> <li>– Opportunities with the Disability Housing Trust; and</li> <li>– Any additional innovation arising from the Commonwealth Disability Insurance.</li> </ul>
	Consider inclusion of 'universal design principles' in local Urban Design Frameworks and Engineering Standards and Design Manuals.

# 6

## AFFORDABILITY

## 6.1 OVERVIEW

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The availability of secure, well located affordable housing provides pathways to employment and education; supports choice; builds strong, connected, diverse and sustainable communities; and provides opportunities for residents to participate in community life. The provision of a diverse and affordable housing is crucial to local communities as it impacts on the functionality of communities, shape of built form, function of local labour markets, risk of homelessness, overcrowding and quality housing.

Data indicates that housing in the Frankston City has become increasingly less affordable in the last ten years. For example, in 2010 mortgage repayment for houses and apartments/units accounted for 49% and 40% respectively of the average annual household income in municipality. Furthermore the proportion of income being allocated to rent payment had risen over the past two decades for renting households of all income levels.

Housing affordability is driven by a range of factors including low household income, high interest rates, high median house price, poor accessibility to financing, long-term unemployment and limited housing supply but high demand. Notwithstanding, the decreasing affordability of local housing stock is exacerbated by the relative vulnerability of Frankston's population, which is characterised by:

- A high proportion of low income earners and a low proportion of high income earners

- Approximately one quarter of residents is dependent on pensions and benefits

- A significant proportion of residents have not completed secondary school, gone into continuing education, or qualified at higher levels in the education system later in life.

The municipality currently contains a broad range of affordable housing types, provided by State government as well as the community, not-for-profit and private sectors. This includes public housing, social housing, rooming houses and caravan parks. However these housing options are generally operating at capacity and are concentrated in particular areas (Figure 22).

### EDUCATION & HOUSING STRESS

There are strong and real linkages between educational attainment and housing stress. For example, the income derived from having relevant and in demand skills enables residents to access better quality housing that is relatively more affordable. Higher incomes protects against housing stress and against life circumstances including the impact of acquiring a disabling injury or illness during the life course.

The cycle of vulnerability in Frankston is maintained by generally low levels of education and skill attainment amongst the local population, coupled with poor performance of local schools wherein many institutions do not meet national benchmarks.

Analysis of the distribution of socio-economic disadvantage and schools throughout the municipality indicate a correlation between school performance and the concentration of households in the lowest socio-economic status quartile. Data indicates:

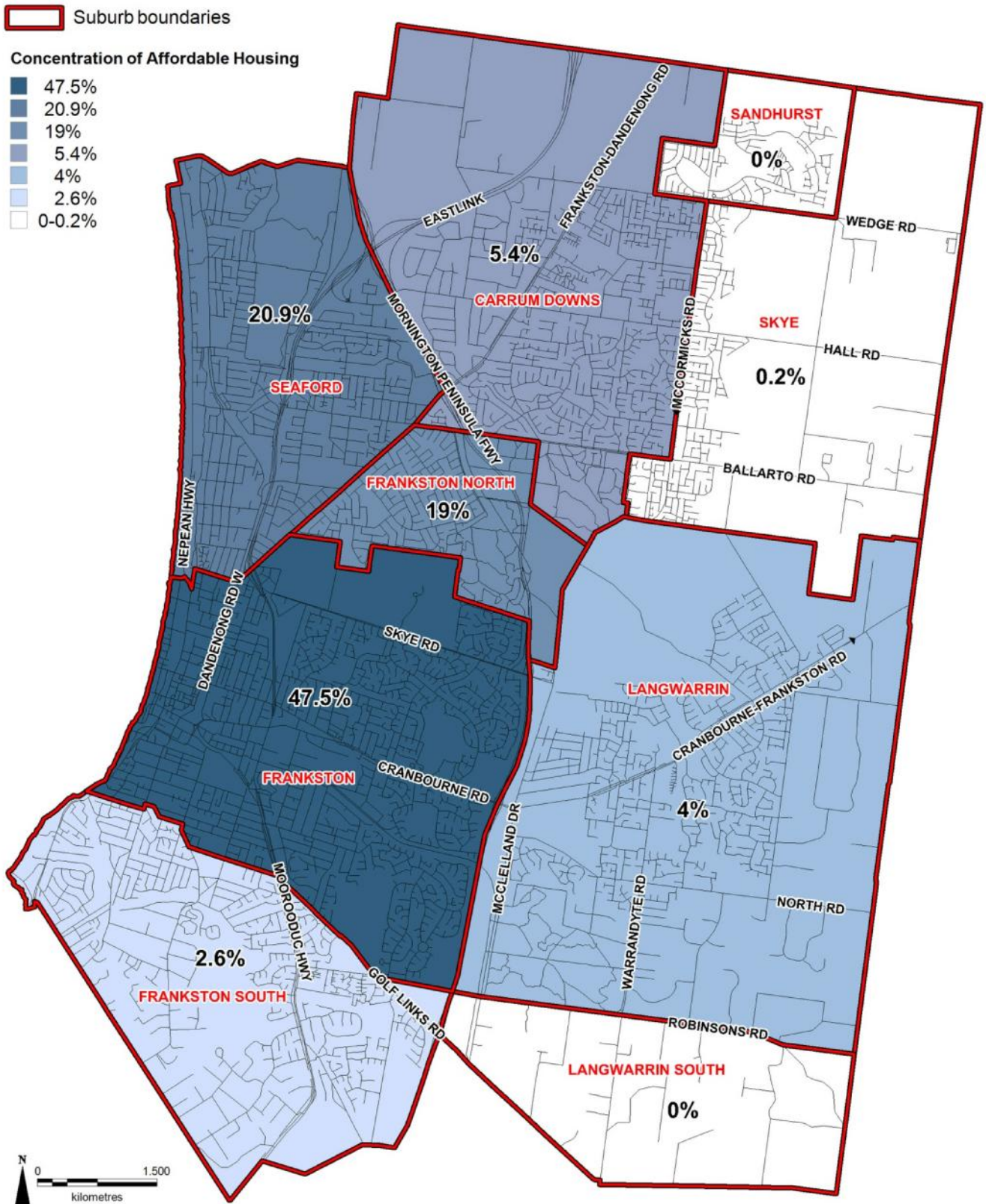
Areas with a high concentration of disadvantage (such as Frankston East, Frankston North) are characterised by generally poorer school performance.

In areas of relative affluence, school generally perform in line with, or better than the Australian average.

Only 32 of a total 41 schools have significantly more than 25% of children in the lowest socio-economic quartile.

These findings read together indicate that despite best efforts of schools in Frankston **'geography is destiny'**. Where a household can afford to live in the Frankston High School Zone, and potentially afford to pay private school fees, their children are most likely to again an education in line with the Australian average. A situation like this places barriers to lifelong educational attainment for students from poorer families in particular locations that cannot afford to travel to out-of-area schools, or cannot afford fees in relatively better performing local Catholic and private schools.

FIGURE 22 - DISTRIBUTION OF AFFORDABLE HOUSING TYPES IN FRANKSTON





## 6.2 KEY DIRECTIONS

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### 6.2.1 AFFORDABLE HOUSING FOR ALL

Housing affordability is a relative concept. What is affordable for one household is not necessarily affordable for another. It is commonly accepted by most Government's and industry groups that paying more than 30% of a household income in housing costs, particularly if that household's income is in the lower 40% of the income distribution, is the definition of housing stress.

Data indicates that housing in the Frankston City has become increasingly less affordable in the last ten years. For example, in 2010 mortgage repayment for houses and apartments/units accounted for 49% and 40% respectively of the average annual household income in municipality. Furthermore the proportion of income being allocated to rent payment had risen over the past two decades for renting households of all income levels. The decreasing affordability of local housing stock is exacerbated by the relative vulnerability of Frankston's population, who are generally less educated and earn lower incomes than the average Victorian.

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.

There are however, many examples locally and internationally of using educational facilities and services to leverage and drive urban renewal. For example, the Hume Global Village model is reputed to have made significant advances in educational attainment in a decade. Parallel programs in Hume supporting Office of Housing tenants into work and education again have shown impressive results. Understanding the vehicles used in Hume to leverage change should be a priority for Frankston City Council.

It is also recognised that the incorporation of environmentally sustainable design (ESD) principles in new housing, and through retrofitting, can improve long-term affordability issues of housing by reducing natural resource consumption and improving energy efficiency in homes.

Issue	Rising housing costs and generally low education and skill attainment amongst residents has meant that a high, and growing, proportion of households in the City of Frankston are in housing stress.
Objective	<b>Build the resilience of residents to housing stress</b>
Actions	As per Section 3: Encourage housing intensification in areas in close proximity to activity centres, employment nodes and public transport.
	As per Section 4: Encourage a greater diversity of housing types across the municipality.
	Continue to support Council's Learning City initiative. <ul style="list-style-type: none"> <li>– During next review of Strategy, identify actions to provide linkages between housing and educational opportunities</li> </ul>
	Encourage the co-location of key community infrastructure (such as Maternal Child and Health, kindergartens, childcare, schools, alternates to school and library) to support the creation of local learning environments.
	Advocate the Department of Early Years and Education to dilute or dismantle school zoning in the City of Frankston to diversify local school catchments. <ul style="list-style-type: none"> <li>– This would deliberately diversify high school catchments and has the potential to improve educational outcomes, particularly for socio-economically disadvantaged households.</li> </ul>
	Undertake a review of the Hume Global Village model to determine its applicability and appropriateness to the City of Frankston. <ul style="list-style-type: none"> <li>– The Hume Global Village model is reputed to have made significant advances in educational attainment in a decade. It promotes learning and links between Council with the key learning providers from across the region, including libraries, neighbourhood houses and learning centres, education institutions, employment agencies and local businesses.</li> </ul>

## 6.2.2 PUBLIC & SOCIAL HOUSING

### PUBLIC HOUSING

There are currently 1,607 public housing units within the Frankston municipality. Some are managed directly by the Department of Human Services (DHS), others by the Office of Housing or social housing providers.

According to data provided by the DHS, the majority of public housing is in the form of separate houses followed by medium density and flat low rise dwelling types. As illustrated by Figure 22, public housing is unevenly distributed across the municipality. There are currently the highest concentrations of public housing in Frankston and Karingal. Uneven distribution is considered to have a number of impacts, including:

- Concentrates persons of low socio-economic status in particular places and school catchments

- Reduces the likelihood of higher educational attainment by locality

- Makes it easier for everyone to identify pockets of poverty and to develop an 'us and them' approach to the allocation of resources most generally.

There is currently insufficient public housing stock to meet current demand for approved persons on the public housing waiting list. The Frankston area public housing waiting list grew on average by 5.25% in the September quarter 2011, comprising a total of 1979 persons.

### SOCIAL HOUSING

Social housing provides an important mechanism for housing those low waged persons struggling in the current housing market and ineligible for public housing.

The City of Frankston currently contains a total of 362 social housing properties, 115 of which are provided by Housing Associations and 257 which are managed by Housing Providers. The majority of the municipality's social housing stock provides for long term housing, and the balance for transitional housing. At capacity, Frankston's social housing stock provides for 477 separate tenancies.

Housing stock is accessible to those who apply to housing associations or transitional housing managers. Each manages their own systems and there is limited cross over between associations, or between public housing waiting lists. As such, applicants in this system may have to make multiple applications before being successfully housed.

Council has limited resources for providing affordable housing directly. Therefore additional partners and funds will be necessary to meet the future need for affordable housing. Affordable housing can be delivered through a range of funding and management mechanisms, including State government, local government, not-for-profit organisations, private developers and private-public-partnerships. Ongoing liaison with the Office of Housing, housing associations and local welfare organisations is encouraged in order to share knowledge, promote advocacy and identify opportunities for joint projects.

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.

Issue	Insufficient supply and uneven distribution of public and social housing stock across the municipality.
Objective	<b>Increase the supply and distribution of public and social housing across the municipality</b>
Actions	Update Municipal Strategic Statement to encourage the provision of social housing throughout the municipality.
	Advocate State government to develop enforceable powers and controls for Council to set targets for affordable housing in key locations. <ul style="list-style-type: none"> <li>– In particular continue to explore avenues to develop Inclusionary Zoning and other affordable housing targets into the Victorian State Planning Scheme</li> </ul>
	Advocate to the Office of Housing for the continued renewal of public housing in the municipality, including strategies to reduce concentration and incorporate public housing in other areas, particularly near activity activities areas and community infrastructure.
	Advocate for the Office of Housing 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.
	Consider incorporating affordable housing in the redesign and redevelopment of Council assets, such as neighbourhood houses, libraries and health centres.
	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.
	Partner with social housing providers already in the NRAS market to harvest the NRAS allocation for Frankston. This might include providing incentives taking the form of: <ul style="list-style-type: none"> <li>– Land</li> <li>– Preferential rates</li> <li>– Developing decision codes with fast track planning decisions for housing applications meeting code in particular situations.</li> </ul>
	Develop relationships with those social housing providers most likely to house vulnerable populations within the Frankston community. <ul style="list-style-type: none"> <li>– This includes those currently in rooming houses, caravan parks, sleeping rough, 'couch surfing' or currently homeless.</li> </ul>
	Broker partnerships, as appropriate, between developers and social housing providers in the redevelopment of strategic sites throughout the municipality.
	Provide information to Council's Statutory Planners regarding the affordable housing needs of the City, to use in negotiations with developers.

### 6.2.3 ROOMING HOUSES

The City's rooming house stock provides longer term, emergency and transitional housing. Frankston's rooming house stock has undergone rapid expansion over the past 5 years. There were more than 50 registered rooming houses in 2011, with potentially double the stock operating as unregistered rooming houses. The sector estimates that the City contains a minimum of 450 rooming house beds (Westley & Frankston Rooming House Working Group, 2012).

The extensive and growing supply of rooming houses in Frankston, both registered and unregistered, is considered to 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.

Rooming houses are unevenly distributed throughout the City. As illustrated by Figure 22, there are concentrated in Frankston, Frankston North, Seaford and Carrum Downs. Although the distribution bears some relationship to availability of public transport, many rooming houses are located significant distances from transport causing issues for access to community amenity and services. Other municipalities, such as the Cities of Melbourne and Monash, have sought to manage distributional issues through local area policy. However it is highlighted that planning approval is not required to establish a rooming house where the number of rooms is ten or less. Therefore the capacity of Council to direct this type of housing to particular locations can be limited. Notwithstanding, all rooming houses should be registered to provide clarity in understanding the distribution and concentration of singles housing in Frankston.

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.

Issue	Quality and increasing number of registered and unregistered rooming houses in the City of Frankston
Objective	<b>Improve the quality and distribution of rooming houses across the municipality</b>
Actions	<p>Develop a target number of rooming house beds for the City of Frankston</p> <ul style="list-style-type: none"> <li>– Engage with the rooming house sector with a view to firmly invoking the <i>Public Health and Well Being Act</i> and the <i>Building Code</i>, requiring registration of known rooming houses, including those unregistered premises noted on the Rates Database.</li> </ul>
	<p>Develop a local Rooming House Policy to influence the design and quality this rooming houses. The policy should:</p> <ul style="list-style-type: none"> <li>– Direct rooming houses to locations in proximity of activity centre and public transport</li> <li>– Create minimum room sizes for living and studying</li> <li>– Establish design criteria for communal spaces and locational</li> <li>– Encourage industry best practice.</li> <li>– Support the closure of unregistered, poorest quality, and poorly performing rooming houses.</li> </ul> <p>The policy should seek to shift the emphasis of the sector from privately owned to community managed over time.</p>
	<p>Continue to convene the Rooming House Taskforce:</p> <ul style="list-style-type: none"> <li>– Provide regular feedback to relevant Council departments, State government agencies and Councillors and regarding key issues and actions.</li> </ul>

## 6.2.4 CARAVAN PARKS

There are six Caravan Parks currently in the City of Frankston; although many of these sites have recently been purchased for residential redevelopment (e.g. Gladeswood Caravan Park, Seaford; Discovery Holiday Park, Frankston). Notwithstanding, these locations house persons who choose to live in caravan parks and/or moveable dwellings. They also house persons for whom a caravan an accessible form of housing or as a result of a referral to a caravan park in the absence of any other appropriate housing option.

Key findings associated with Caravan Park market within the City include:

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 between 619 and 743 persons.

Persons living in parks vary in age and other characteristics.

Some parks specialise in offering accommodation to the retirement market.

Rents in Caravan parks, depending on whether a household is renting a site or a van, range between \$120 and \$300 per week.

As relatively valuable and large tracts of land, Caravan Parks are subject to fluctuation and pressure in the property market.

Existing caravan parks are generally located on river front, or beachside land which is subject to inundation and flooding. Much of the land housing parks at the moment will be subject to sea level rise and wild weather impacts of climate change.

Issue	A proportion of residents are currently inadequately housed in caravan parks across the municipality.
Objective	<b>Decrease the number of residents permanently living in caravan parks</b>
Actions	As per Section 4: identify opportunities to increase the provision of affordable singles housing in the municipality.
	Undertake consultation to investigate the housing and social support needs of caravan park residents, to assist in the development of appropriate policy and institutional responses.
	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.
	Discourage the establishment of caravan parks in environmentally sensitive areas, such as areas prone to flooding and bushfire.





# 7

DESIGN & SUSTAINABILITY

## 7.1 OVERVIEW

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The municipality's residential housing stock is dominated by separate houses. Semi-detached and apartment style housing types account for a small proportion of all dwellings. The *Frankston Neighbourhood Character Study* (2002) identifies nine broad character types which typify residential development throughout the municipality. These are summarised at Figure 23.

There are some areas of the municipality where significant future housing growth and change would threaten and potentially undermine established heritage and neighbourhood character values. However, there are other areas where a change in character might be appropriate and provide an improved and desirable outcome.

The City has a diverse landscape and environment, characterised by coastal areas, estuaries, wetlands heathy woodlands and grassland. It is important that in environmentally sensitive areas are protected, and that is housing growth carefully managed. Figure 24 illustrates areas across the municipality of environmental and cultural significance, which may impact their capacity to support future housing.

Research conducted with CSIRO shows that Frankston City is significantly exposed to climate extremes and natural hazards such as storm surges and coastal inundation, floods, bushfires and extreme temperatures. These hazards are projected to increase in frequency and severity, as a result of climate change. As such housing growth is directed away from environmentally sensitive areas and resilience should continue to be promoted in the City's residential building stock.

FIGURE 23 - NEIGHBOURHOOD CHARACTER TYPES AND PRECINCTS IN FRANKSTON

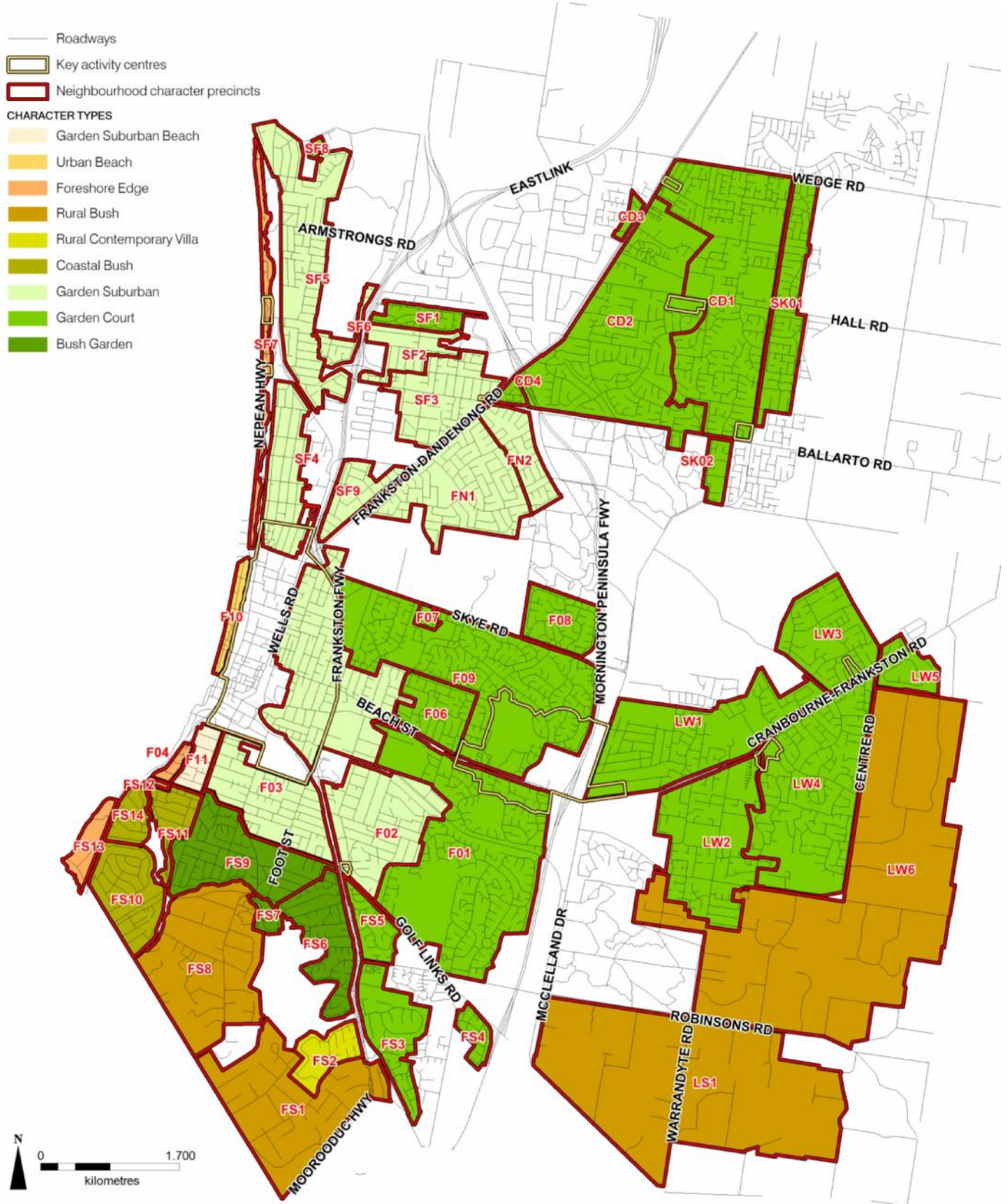
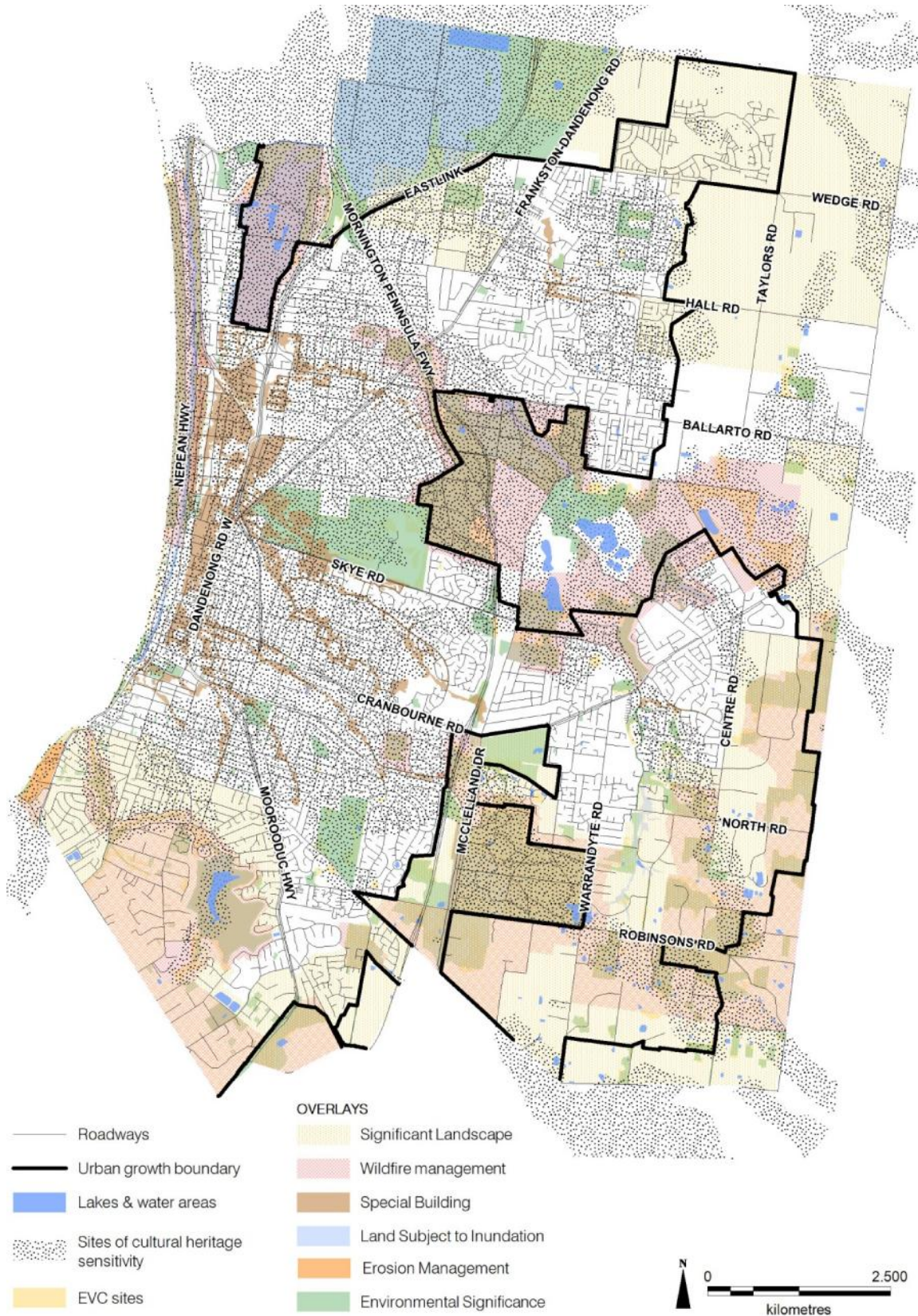


FIGURE 24 - ENVIRONMENTAL CONSIDERATIONS



## 7.2 KEY DIRECTIONS

### DESIGN QUALITY

The topography, landscape and a diversity of lot sizes provide a variety of residential environments within the City. The majority of housing growth in the municipality is to be provided through infill and brownfield development. There is a need to ensure that new dwellings positively contribute to their surrounding context, produces quality building design and contributes to high levels of amenity of current and new residents.

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

Issue	Majority of housing growth is to be provided through infill and brownfield development. There is a need to ensure that new dwellings positively contribute to their surrounding context.
Objective	<b>Enhance the design quality of residential development</b>
Actions	Amend the Municipal Strategic Statement to provide policy support for improving the design quality of residential development in the municipality.
	Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principles and practice.
	As per Section 2: Develop a local policy and guidelines that facilitate design outcomes relevant to identified areas of change.
	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.
	Prepare an information kit for planning permit applicants that outlines a site and context evaluation process as a starting point for building design.
	Prepare and implement a Universal Access training program to build the capacity of Council's Statutory and Strategy Planning and building staff. <ul style="list-style-type: none"> <li>– Training should reference the <i>Build for Life</i> guide prepared by the Victorian Building Commission.</li> </ul>
	Engage Council's Urban Design Team to provide independent advice on developments in substantial change areas.

## ENVIRONMENTALLY SUSTAINABLE DESIGN

There are opportunities through this Housing Strategy to improve the environmental performance of the municipality's existing and new housing stock.

In 2009, residential household emissions accounted for 45.2% of the total community greenhouse emissions, this is largely from electricity use (49.1%) followed by transport (30.5%), natural gas (19.5%) and waste (0.83%). The high proportion of electricity use has been attributed to the increased installation of electric split system air conditioning units (estimated 10% growth per year). Furthermore, 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.

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

Issue	Need to incorporate environmentally sustainable design principles into new and existing residential development.
Objective	<b>Improve the environmental performance of new and existing housing</b>
Actions	Amend the Municipal Strategic Statement to provide policy support for improving the environmental performance of new and existing dwellings.
	Prepare and implement an Environmentally Sustainable Design training program to build the capacity of Council's statutory, strategic and building staff.
	Incorporate the Sustainable Design Assessment in the Planning Process (SDAPP) into Frankston City's planning process. This should include the introduction of the STEPS Planning Process Improvement Program to improve and assess the environmental performance of new residential buildings in the City.
	Provide information regarding Environmentally Sustainable Design 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. <ul style="list-style-type: none"> <li>– Utilise the SDAPP Fact Sheets that have been created specifically as a resource for planning permit applicants and tailor them specifically to Frankston City Council use.</li> <li>– Council's Ecologically Sustainable Development Design Guide should provide a starting point for the development of this resource.</li> </ul>

	Investigate programs and initiatives to broker the retrofitting of older less efficient housing to reduce energy and water consumption and improve thermal performance.
	Continue to advocate to the State Government and the Australian Building Code Board to strengthen environmental performance requirements for all new developments.
	Develop a program of initiatives to educate and inform the community about ESD initiatives that they may incorporate into new and existing dwellings.

## CLIMATE CHANGE

The predicted impacts of climate change have the potential to affect the City's environment, community and economy. Recent research undertaken with the CSIRO indicates that Frankston City is significantly exposed to climate extremes and natural hazards such as storm surges and coastal inundation, floods, bushfires and extreme temperatures. As a result of climate change these hazards are projected to increase in frequency and severity.

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.

Issue	Housing should be designed and located to respond to the predicted impacts of climate change.
Objective	<b>Build resilience in the City's housing stock to the impacts of climate change.</b>
Actions	Work with the State Government to plan for the potential impacts of climate change within Frankston City.
	Monitor developments in key projects such as the Future Coasts Program to inform future housing development and land use planning in vulnerable areas.
	Amend the Municipal Strategic Statement to include and address data and recommendations of the Victorian Coastal Climate Change Hazard Guidelines and the results of the Victorian Government's Future Coast Program.
	Continue to include Water Sensitive Urban Design in the pre-application and planning permit assessment stages of the planning process for housing developments.

## ENVIRONMENTALLY SENSITIVE AREAS

The City contains areas prone to bushfire, inundation and flooding. There are also areas which possess significant cultural, environmental and landscape values. These areas require careful management and protection from intensive and inappropriate development.

Issue	City contains areas of environmental significance and sensitivity which require careful management and protection from intensive and inappropriate development.
Objective	<b>Protect environmentally sustainable areas from inappropriate development</b>
Actions	Provide information sessions to local residents and local development industry representatives regarding the content and requirements of the municipality's environmental and landscape overlays, including the new Bushfire Management Overlay.
	Prepare an Integrated Fire Management Plan for bushfire prone areas in the municipality, in collaboration with the Department of Sustainability and Environment and Country Fire Association.
	Review Design and Development Overlay, Schedule 6 – Frankston-Seaford Coastal Strip to emphasise building resilience and adaptation to the likely effects of climate change.
	Prepare educational material to provide to property owners and developers regarding native vegetation protection.



## 7.3 MONITORING & IMPLEMENTATION

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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.

### COUNCIL'S ROLE

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

### 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



**A**

APPENDICES

## APPENDIX A: HOUSING CHANGE MAPPING METHODOLOGY

### STAGE 1 –UPDATE BASE INFORMATION

The first stage of analysis involved updating the base of property parcels developed as part of the *Identifying Potential for Housing Growth in Frankston City* (Planisphere, 2010).

This updating all land uses and zones that do not allow for the development of residential uses and sites which had been developed since the previous study.

The following Zones were assumed not to support dwelling / accommodation uses: industrial zones (IN1Z, IN3Z); office / commercial and bulky goods business zones (B3Z, B4Z); public parks and conservation areas (PPRZ, PCRZ); areas prone to flooding (UFZ); special use sites (SUZ); roadways (R1Z and R2Z); and public use areas (PUZ).

The following land uses within residential zones were assumed not to support dwelling/accommodation uses: roadways, community infrastructure and services.

### STAGE 2 – IDENTIFICATION OF CANDIDATE OPPORTUNITY SITES

In stage 2, mapping work was undertaken to include strategically identified residential lots with opportunity potential. These comprised Council strategic sites from the Urban Development Program 2011 (UDP) identified sites; and sites within or in proximity of activity centres (CAA, MAC and NACs) with a lot area above 500sqm.

### STAGE 3 – REFINEMENT OF CHANGE AREAS

Stage 3 sought to refine the housing change areas delineated as part of the *Identifying Potential for Housing Growth in Frankston City Study* (Planisphere, 2010). This included identification of:

**High Amenity & Accessible Land** - It is considered that some land with good access to services may have a greater potential for increased housing growth and higher densities. These areas are located within good walking distance to fixed rail, services and facilities.

These lots were identified from Council's strategic sites; sites within 400m walking distance from the CAA, MAC and NAC boundaries; and sites within 800m walking distance from a train station.

These areas were generally categorised as Substantial Change.

**Partially Constrained Land** - Residential development is still able to occur on these sites, although limitations will apply. Planning overlays considered to have a partial constraint to development include the heritage overlay (HO), design and development overlay with restrictive schedules (DDO4, DDO5), the potential Neighbourhood Character Overlay (NCO) and the Land Subject to Inundation Overlay (LSIO).

These areas were categorised as Limited Incremental Change.

**Restricted Residential Land** – Land which is not used for a residential use and/or is very restricted in terms of minimum lot size, such as the Low Density Residential Zone, is considered to have minimal future development potential.

These areas were categorised as Minimal Change.

**Other Residential Land** – Analysis of those sites that were not identified to be unsuitable for residential development, to have a limited scope for development, or good access to services.

These areas were categorised as Incremental Change.

#### STAGE 4 – REFINEMENT OF CHANGE AREAS

In consultation with Council, further refinement of opportunity sites was undertaken to ensure well-located and sized substantial change areas, identified UDP sites and Council's existing strategic sites area identified; along with deletion of sites where development has commenced.

#### STAGE 5 – FINAL HOUSING FRAMEWORK PLAN

The final stage involved translating the above into the Housing Change Framework Plan.

## APPENDIX B: DRAFT NEW RESIDENTIAL ZONES

	RESIDENTIAL GROWTH ZONE	GENERAL RESIDENTIAL ZONE	NEIGHBOURHOOD RESIDENTIAL ZONE
OBJECTIVE/ SUMMARY	The Residential Growth Zone will provide for housing growth by a mix of housing types that includes medium to higher density housing.	The General Residential Zone will allow modest housing growth and housing diversity that respects the character of the neighbourhood.	The Neighbourhood Residential Zone restricts housing growth in areas identified for urban preservation.
APPLICATION	In appropriate locations near activity areas, train stations and other areas suitable for increased housing activity.	Applied to most residential areas where new development is possible, provided that it respects existing neighbourhood character.	Applied to areas that have limited ability to accommodate additional housing. This includes areas where single dwellings prevail and change is not identified, such as areas of recognised neighbourhood character or environmental or landscape significance.
CONTROLS	A maximum building height limit of 12.5 metres. Councils can tailor the key development requirements in the schedule to the zone and specify a higher or lower height limit in appropriate locations. ResCode will continue to apply for applications up to three storeys.	A maximum building height limit of 9 metres (3 storeys). Councils can tailor the key development requirements in the schedule to the zone and specify a higher or lower height limit in appropriate locations. ResCode also continues to apply.	A maximum building height limit of 9 metres (3 storeys). Councils can tailor the schedule to specify a lower height limit in appropriate locations and to set a minimum lot size for subdivision and the maximum number of dwellings permitted on a property. ResCode also continues to apply.
DEVELOPMENT	Opportunity to accommodate medium to higher density housing. This could potentially mean development of up to 3-4 storeys comprising a mixture of townhouses and apartments with underground car parking.	A mixture of single dwellings, dual occupancies with some villa units and in limited circumstances town houses, where appropriate.	Predominantly single dwellings with some dual occupancies. A council can allow more than two dwellings in specified areas, where appropriate.
SCHEDULE	Provides for objectives, overall height limit and requirements of Clause 54 and 55.	Provides for neighbourhood character and design objectives, permit requirement for one dwelling on a lot, overall height limit and requirements of Clause 54 and 55.	Provides for neighbourhood character and design objectives, overall height limit, permit requirement for one dwelling on a lot, minimum subdivision area, maximum number of dwellings and requirements of Clause 54 and 55.