

Nillumbik Housing Strategy

May 2020 DRAFT



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VERSION:	200517 V6

Contents

1 Introduction	5
1.1 Project Overview	5
1.2 Why does Nillumbik need a new Housing Strategy?	8
1.3 Methodology	9
2 Context	10
2.1 Factors that influence housing in Nillumbik	10
2.2 Local Policy Documents	14
2.3 The previous Housing Strategy	20
2.4 Community Feedback	21
3 Housing in Nillumbik today	23
4 Nillumbik’s future housing needs	26
4.1 Future population and dwelling needs	26
4.2 Location of housing in Nillumbik today and in the future	32
4.3 Housing older people in Nillumbik	34
4.4 Housing affordability	35
4.5 Housing accessibility in Nillumbik	36
5 A Housing Vision for Nillumbik	37
6 Housing Framework Plan	38
6.1 The Basis of the Framework Plan	38
6.2 Housing change areas	46
6.3 Theoretical housing capacity	62
7 Policies and actions	63
7.1 Housing opportunities and needs	63
7.2 Housing for older residents	67
7.3 Affordable, accessible, and inclusive housing	69
7.4 Housing design and sustainability	72
7.5 Planning Provisions	74
8. Appendices	75

Figures

Figure 1a. Housing Strategy study area (showing overall Nillumbik municipal boundary)	6
Figure 1b. Housing Strategy study area (showing existing major activity centres and residential zones)	7
Figure 2. Housing Strategy project flowchart	9
Figure 3. The role of the Housing Strategy in the strategic and statutory planning frameworks	12
Figure 4. Documents influencing housing outcomes in Nillumbik	14
Figure 5. Examples of dwelling types in Nillumbik.	24
Figure 6. Population by age, 2016, Nillumbik and Greater Melbourne	27
Figure 7. Nillumbik population by age 2016-2036	27
Figure 8. Changes to family households over time	28
Figure 9. Nillumbik household types 2016-2036	29
Figure 10. Forecast location of additional dwelling demand (refer to Table 9 for data).	33
Figure 11. Residential aged care places 2016-2036	34
Figure 12. Distance from activity centre boundaries [400m]	40
Figure 13. Walkable catchments from public transport	41
Figure 14. Distance from community services and facilities	42
Figure 15: Neighbourhood Character Precincts	43
Figure 16: Heritage Overlay, Design and Development Overlay, and Significant Landscape Overlay	44
Figure 17. Physical considerations [LSIO, Bushfire Management Overlay]	45
Figure 18. Low Density Residential Zoned land	46
Figure 19: Excerpt from Planning Practice Note 90 (Planning for Housing) explaining housing change areas	47
Figure 20. Housing Framework Plan Map	54
Figure 21. Eltham Housing Framework Plan Map	56
Figure 22. Diamond Creek and Greensborough Housing Framework Plan Map	58
Figure 23. Hurstbridge Housing Framework Plan Map	60
Figure 24. Dual occupancy from the Knox Residential Design Guidelines	72

Tables

Table 1.	Nillumbik Neighbourhood Character Precincts	16
Table 2.	Dwelling types, Nillumbik and Greater Melbourne, 2016.	25
Table 3.	Number of bedrooms per dwelling, Nillumbik and Greater Melbourne, 2016	25
Table 4.	Housing tenure, Nillumbik and Greater Melbourne, 2016	25
Table 5.	Projected population, households and dwellings 2016-2036	29
Table 6.	Population increase 2018-2036 for metropolitan Councils	30
Table 7.	Projected dwellings needed, Victorian Government.	31
Table 8.	Projected dwellings needed, ID Consultants.	31
Table 9.	Forecast Increase in dwellings by location	32
Table 10.	Change areas and potential dwelling typologies	55
Table 11.	Theoretical dwelling capacity	62
Table 12.	Recent residential developments in Nillumbik	70

1 . Introduction

1.1 Project Overview

The Nillumbik Housing Strategy is a 15 year plan that Council will use to ensure all existing and future residents have access to housing that is appropriate to their needs, and that enhances the amenity and unique character of Nillumbik. The strategy applies to all land within Nillumbik's residential zones and activity centres (refer to Figures 1a and 1b).

Melbourne is growing, and the State government directs all metropolitan Councils to share in accommodating some of this growth. Nillumbik is predicted to be the lowest growth municipality in metropolitan Melbourne both in terms of the proportion of growth and the absolute numbers, with 0.4% annual population growth (6,140 additional people between 2016 and 2036). This compares to a city-wide average annual growth rate of 1.6%.

The Nillumbik community is ageing. By 2036 Nillumbik will have a significant proportion of one and two person households, comprising mainly empty nesters and retirees. In particular Nillumbik will have significantly more people aged over 70 than is the case today.

Nillumbik's future housing will need to cater for the needs of these households.

By carefully planning for modest growth and a wider range of housing types, Council can ensure that new dwellings are provided in the right places while ensuring that the valued existing Nillumbik suburban and rural township characters are retained and protected.

Council's existing Ageing Well in Nillumbik Action Plan, Disability Action Plan, and environmental commitments can also be realised in part through the provision of diverse, affordable, accessible and sustainably designed dwelling choices.

The Nillumbik Housing Strategy:

- Provides the context of housing trends, issues and policies that impact Nillumbik including local, metropolitan and national matters
- Examines Nillumbik's existing housing and future housing needs
- Sets a vision for how Council will address housing needs over the next 15 years
- Provides a Housing Framework Plan that identifies minimal, incremental and substantial change areas in accordance with State government requirements for

housing strategies

- Provides policies and actions for the following key themes:
 - Housing opportunities and needs
 - Housing for older residents
 - Affordable, liveable, accessible and inclusive housing
 - Housing design and sustainability

This version of the Housing Strategy is a draft that has been assisted by feedback received from the community on the Nillumbik Housing Strategy Discussion Paper (February 2020), Ageing Well Survey 2018 and Housing Issues and Options Paper 2016. The final version of the strategy will be prepared following community consultation on this draft document.

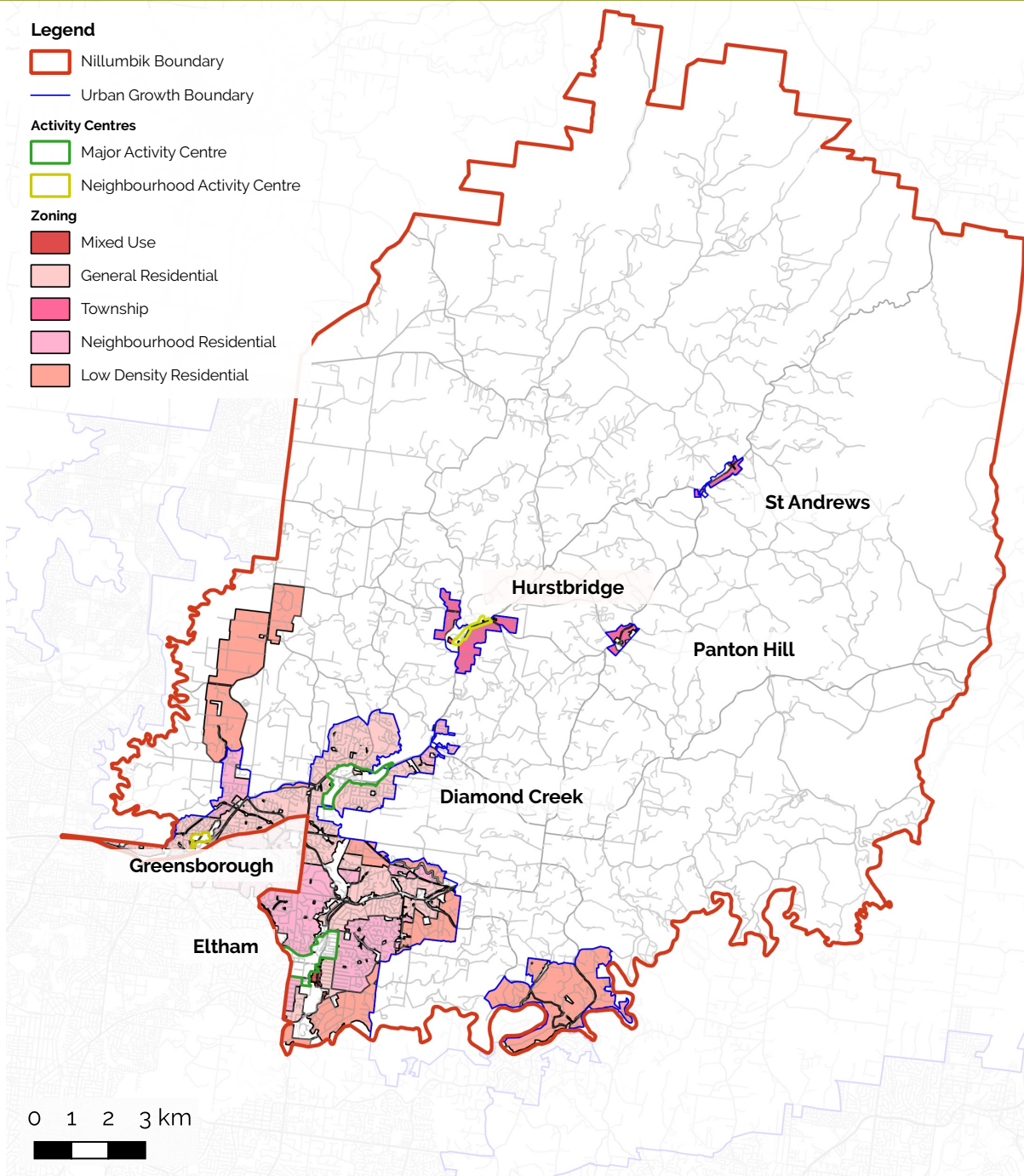


Figure 1a Housing Strategy study area (showing overall Nillumbik municipal boundary)

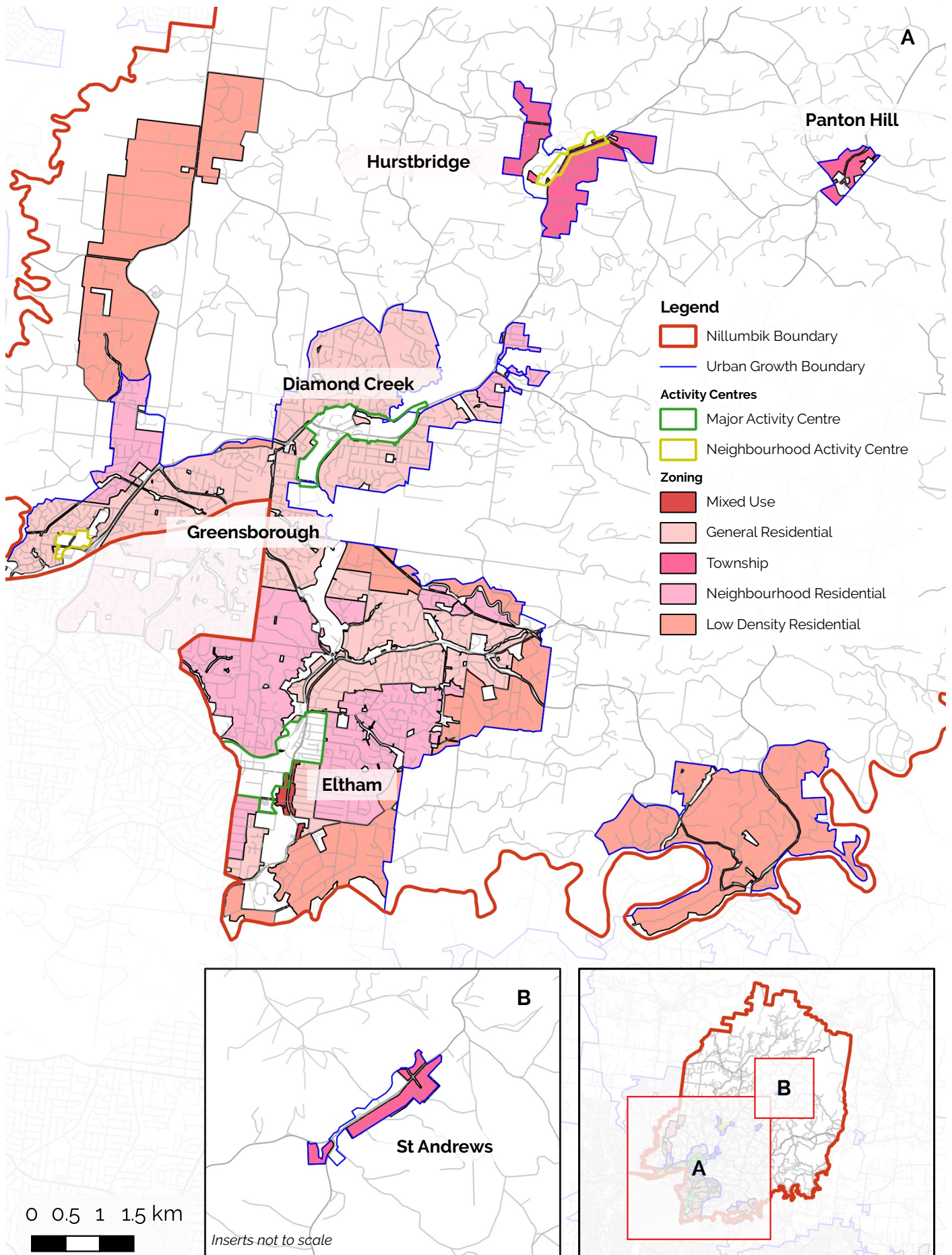


Figure 1b Housing Strategy study area (showing existing major activity centres and residential zones)

1.2 Why does Nillumbik need a new Housing Strategy?

Nillumbik's previous Housing Strategy dates back to 2001. Since this time there have been a number of major societal and demographic changes including:

- Melbourne's population has substantially exceeded the forecasts of 2001.
- Population growth and other socio-economic factors have meant that housing prices have become increasingly unaffordable for many households.
- There have been many changes to how State and local governments plan for housing needs, including the adoption of new metropolitan plans ('Plan Melbourne'), new residential zones in planning schemes, new planning practice notes relating to housing, and numerous local strategies.

Council will use the updated Housing Strategy and other documents including a future update to the Neighbourhood Character Strategy to undertake a review of the zones and overlays that apply to residential land within Nillumbik. Any resulting proposed amendments to the Nillumbik Planning Scheme, would be subject to formal exhibition to seek community feedback.

Any future updates to Nillumbik's Neighbourhood Character Strategy would inform changes to the Housing Strategy and identified housing changes areas where appropriate.

1.3 Methodology

This draft Housing Strategy has been prepared following several community consultations held in the last few years. A summary of the feedback provided by the community is provided in Section 2.4.

The process used to develop this Strategy is illustrated in Figure 2 below. Further community feedback is sought on this draft Housing Strategy to enable its finalisation and adoption by Council.

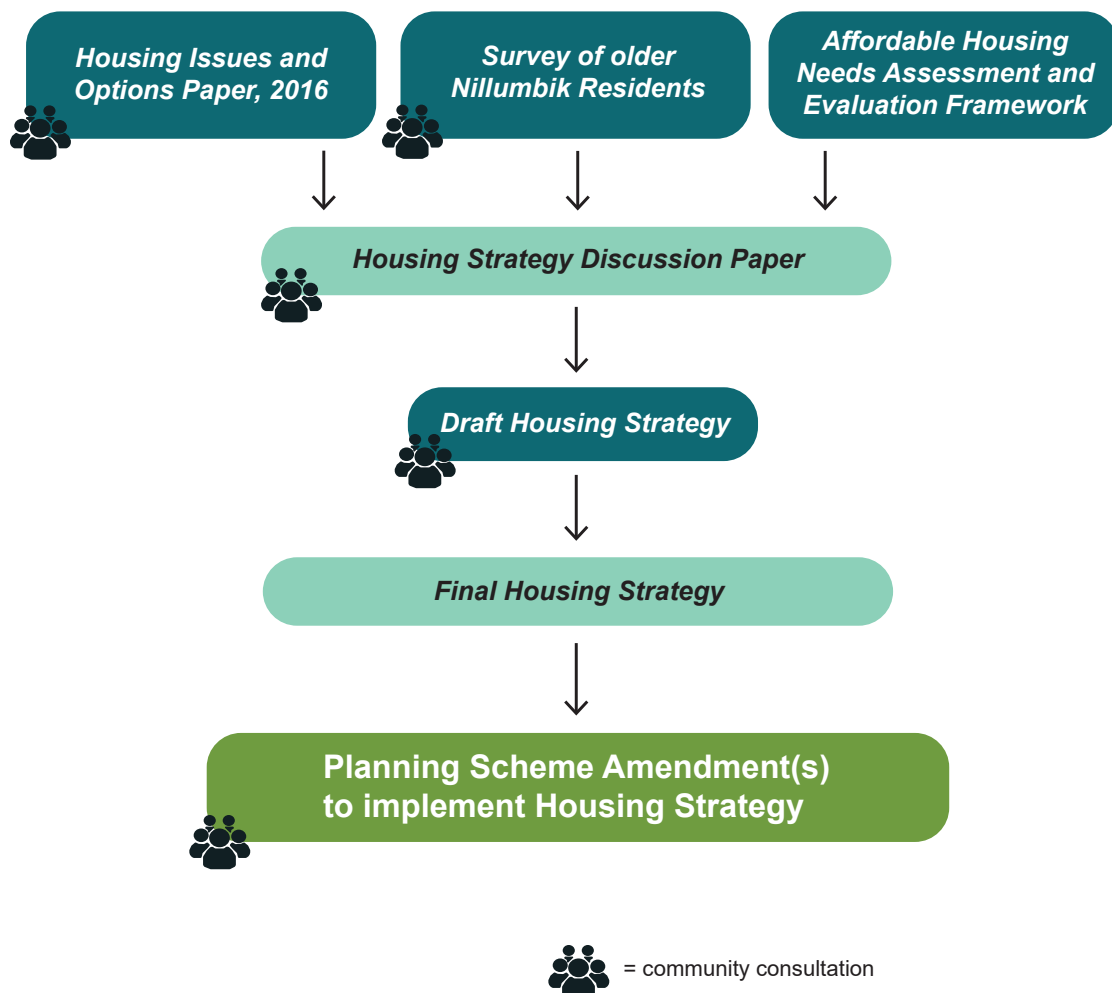


Figure 2. Housing Strategy project flowchart

2 . Context

2.1 Factors that influence housing in Nillumbik

National, State, metropolitan and regional influences

The housing market responds to consumer needs and wants, and it is shaped by Federal, State and local regulations relating to building regulation, taxation, urban policy, zoning etc. For instance, housing markets must respond to Commonwealth government policies on taxation and population, and to State government policies on taxation, transport, urban consolidation, and the provision of social housing.

Any interventions in the housing market that Council seeks to make occur within this wider setting. The primary role of local government in relation to the supply of housing is to regulate development approvals via the Planning Scheme. Councils determine where housing goes via the zoning of land and it can influence local siting and design of housing via local policies and design controls. However these local planning controls, policies and guidelines must also be consistent with the State policies and regulations.

The Victorian State government's planning policies on housing are as follows¹:

- Provide diverse dwelling types that offer choice and meet changing household needs
- Encourage urban consolidation by developing medium and higher density housing on sites that have good access to jobs, services and public transport
- Encourage the development of well-designed medium density housing that respects neighbourhood character, improves housing choice and makes better use of existing infrastructure
- Support opportunities for people in a range of income groups to choose housing in well-serviced locations
- Improve housing affordability including by encouraging a significant proportion of new development to be affordable for households on very low to moderate incomes
- Ensure that an appropriate quantity, quality and

¹ As set out in Clause 16 of all Victorian Planning Schemes

type of housing is provided, including aged care facilities and other housing suitable for older people, supported accommodation for people with disability, rooming houses, student accommodation and social housing

- Facilitate the delivery of high quality social housing

The State government’s metropolitan strategy ([Plan Melbourne](#)) seeks to provide housing choices in locations close to jobs and services, and to increase the delivery of affordable housing. It also seeks to create inclusive, vibrant and healthy neighbourhoods where people can access their daily needs (the ‘20 minute neighbourhood’). In Nillumbik, this means that the Eltham and Diamond Creek Major Activity Centres, and to a much lesser extent Hurstbridge (as a Neighbourhood Activity Centre), will be the focus for implementing these outcomes.

The State government’s “Homes for Victorians” plan also includes a range of initiatives that include:

- Increasing the supply of housing through faster planning
- Supporting people to buy their own home
- Increasing and renewing social housing stock
- Promoting stability and affordability for renters

In 2018 the Planning and Environment Act (the Act) was amended to include a new objective to “facilitate the provision of affordable housing in Victoria”, and to include a definition of affordable housing. These amendments to the Act also included changes to clarify that Councils can enter into voluntary Section 173 agreements² with developers for the provision of affordable housing.

The Minister for Planning has established a Ministerial Advisory Committee to consider the potential to apply planning mechanisms for the delivery of affordable housing across metropolitan Melbourne. The outcomes of this process are yet to be determined by the State government at the time of preparing this draft Housing Strategy.

There are a number of State government planning practice notes that must also be considered when preparing a local housing strategy. Nillumbik’s Housing Strategy must be in accordance with these in order for it to be adopted and to form the basis for future updates to the planning scheme.

Planning Practice Note 90 (Planning for Housing) lists the following relevant considerations for the preparation of

² Section 173 agreements are contracts between authorities (e.g. Council) and a landowner that place restrictions on how land can be used. These agreements are prepared under Section 173 of the Planning and Environment Act and are registered on titles.

housing strategies:

A local housing strategy:

- ensures a range of housing opportunities are available across the municipality to meet the needs of the projected population
- outlines the strategies and implementation mechanisms to accommodate the projected population and household needs
- identifies where and how the housing needs of the future population will be met across the municipality
- identifies suitable locations for housing growth including those areas close to services, jobs, public transport and activity centres, and strategic development areas. (p. 7)

Planning authorities should use Victorian Government population projections and land supply estimates when planning for population growth and managing housing change. (p. 2)

The PPF [Planning Policy Framework] requires planning authorities to:

Plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.

Planning for urban growth should consider:

- **Opportunities for the consolidation, redevelopment and intensification of existing urban areas.**
- **Neighbourhood character and landscape considerations.**
- **The limits of land capability and natural hazards and environmental quality.**
- **Service limitations and the costs of providing infrastructure. (p.2)**

Figure 3 identifies the role of the Housing Strategy in the strategic and statutory frameworks that relate to housing. The Housing Strategy and the Neighbourhood Character Strategy (which Council will update at a later date) form the basis for the residential development framework which identifies housing change areas, and these influence what residential zones and what local variations to these are applied. Planning Practice Note 91 (Using the Residential Zones) provides more detailed guidance in respect of the latter.

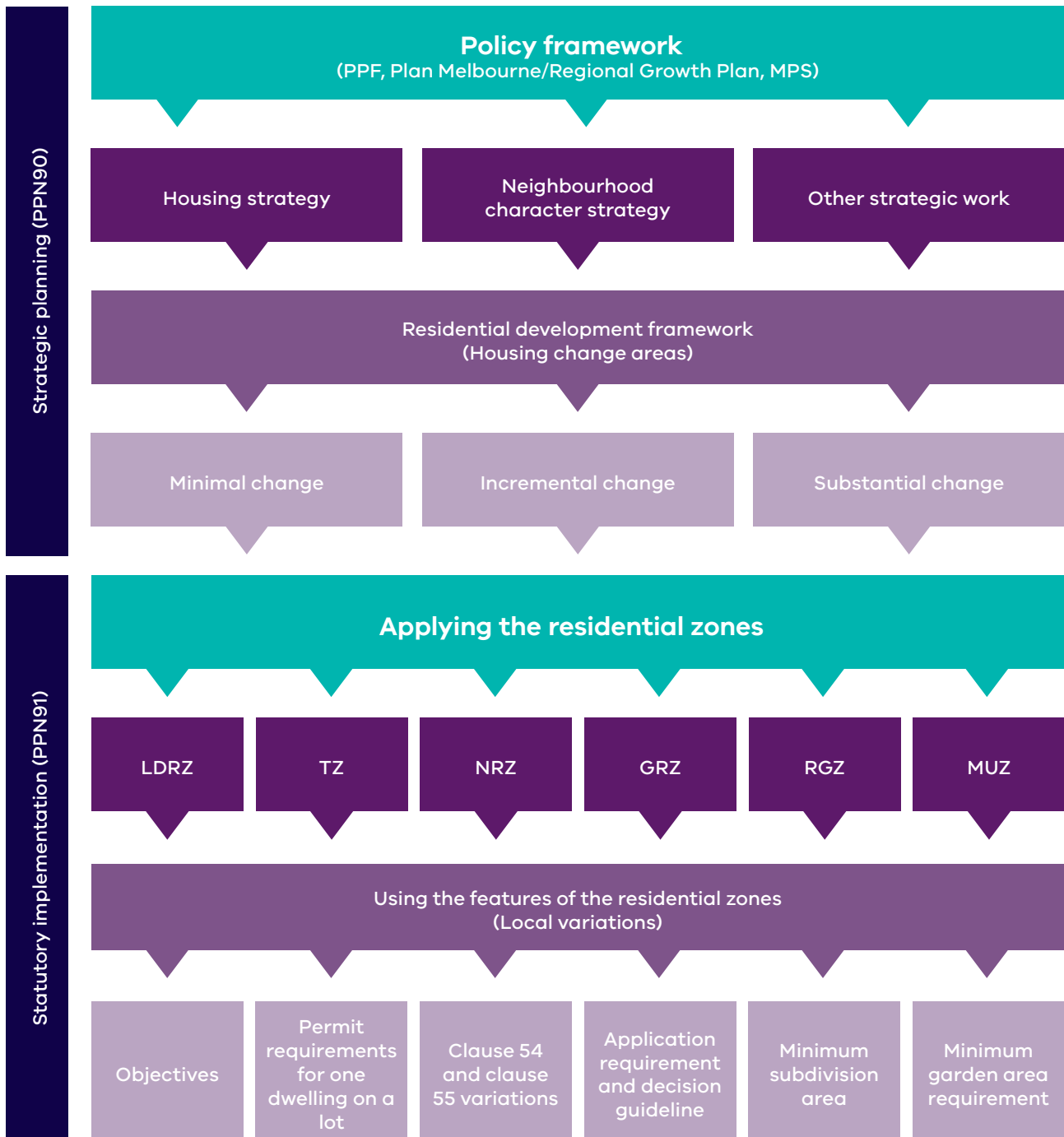


Figure 3. The role of the Housing Strategy in the strategic and statutory planning frameworks (from Planning Practice Note 90 (Planning for Housing))

LDRZ - Low Density Residential Zone

TZ - Township Zone

NRZ - Neighbourhood Residential Zone

GRZ - General Residential Zone

RGZ - Residential Growth Zone

MUZ - Mixed Use Zone

The Housing Framework Plan in Section 6 of this report applies the principles detailed in these practice notes. The State government is responsible for setting the Urban Growth Boundary. Whilst Council periodically receives requests to modify this boundary, current State planning policy (Plan Melbourne) does not support any such changes, and the ultimate responsibility for the location of this boundary rests with the State government, and the Victorian Parliament (because the boundary can only be changed by majority vote in both houses of the Victorian Parliament).

This strategy addresses residential and township areas within the Urban Growth Boundary. Any issues outside the boundary, such as the Green Wedge planning provisions, are not within its scope. Council is involved with the Department of Environment, Land, Water, and Planning's review of the Green Wedge planning provisions as a separate exercise.

Within the north-east region, there are a number of State government transportation projects that could improve accessibility to the Eltham and Diamond Creek centres and thus increase the viability of development. These are:

- The North-East Link
- Hurstbridge rail duplication
- Yan Yean Road duplication
- Fitzsimmons Lane upgrade

Local influences

The majority of land within Nillumbik is rural land located within the Metropolitan Green Wedge. This area comprises a mixture of farmland and bushland that is protected from future urban development under State planning legislation. Any growth within the rural townships will be contained within the existing township boundaries, as legislative Urban Growth Boundaries apply to these locations.

The remaining area of Nillumbik is urban land located within the metropolitan Urban Growth Boundary. The existing housing stock in these areas is typically located on larger lots of land within the General Residential, Neighbourhood Residential or Low Density Residential zones. Whilst many such lots are large enough to support varying degrees of residential consolidation, local factors such as vegetation cover, provision of infrastructure and valued neighbourhood character considerations impose constraints on how much residential redevelopment is possible.

The current local planning policies contained within the Nillumbik Planning Scheme encourage a diversity of housing

(including various types of medium density housing) to generally be located within designated activity centres, or within a 400m walking catchment of such centres. The designated activity centres in Nillumbik are the Eltham and Diamond Creek Major Activity Centres, and the significantly smaller neighbourhood-scale activity centre in the rural township of Hurstbridge. These locations offer relatively better access to jobs, services and public transport than other residential areas across the municipality.

An overview of the current local policy documents is provided in the following section.

There are also some factors that are unique to the Nillumbik context that require consideration to ensure that new housing responds to these:

- Almost every suburb and several townships have a direct interface with the Urban Growth Boundary
- The commuter culture, with many residents working outside the Shire
- The artistic heritage exemplified by features of the Shire such as Montsalvat and a tradition of mudbrick building
- The generous provision of open space leading to Nillumbik being known as the "Green Wedge Shire", and which also contributes to the trend identified in the Recreation Strategy 2011-2019 for higher leisure participation rates in the municipality compared to state and national trends
- The local impacts of climate change, with the Nillumbik Climate Change Action Plan 2016-2020 listing the following challenges:
 - *the accommodation of increased population while minimising the impact on the natural environment*
 - *an ageing population*
 - *increasing expectations of community facilities (size, quality, automation, temperature control)*
 - *increasing utilisation of facilities*
 - *cost pressures of energy and water supplies and waste disposal*
 - *engaging our community to undertake change.*
 - *limited public transport*
 - *urban growth corridors to the west of the Shire.*
 - *consideration of embodied energy and the supply chain*
 - *aged building stock of Council and the community*
 - *the lifestyle of our residents in terms of land use and social activity*
 - *finite Council resources*

2.2 Local Policy Documents

As illustrated in Figure 4, the Housing Strategy sits within a suite of documents that influence housing outcomes in Nillumbik. The key relevant documents are summarised below and on the following pages.

Apply to Victoria and/or Melbourne:



Apply to Nillumbik:



Apply to specific areas within Nillumbik:

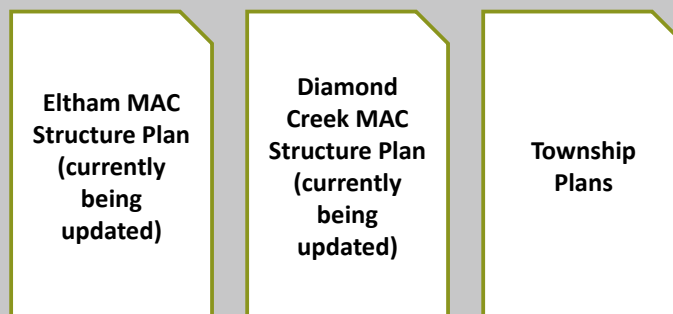


Figure 4. Documents influencing housing outcomes in Nillumbik

Existing Planning Scheme Policies

Housing is addressed in Clauses 21.03-1, 21.03-4, 22.01, 22.07, 22.12 and 22.14 of the Nillumbik Planning Scheme. These policies have been reviewed in light of current State planning policy and guidelines on housing, and this draft Housing Strategy includes recommendations as to how these policies could be updated to reflect the updated vision for Nillumbik's housing futures.

Clause 21.03-1 – Settlement & Housing

This clause, which was last updated in 2014, includes a summary of demographic and dwelling data and trends which will need to be updated.

Clause 21.03-4 – Economic Development

This clause sets out the classification of the Shire's activity centres, which is of use when considering where to focus housing growth. It classifies Eltham and Diamond Creek as Major Activity Centres, and the Hurstbridge Town Centre and Apollo Parkways as Neighbourhood Activity Centres. Reference is also made to State Planning Policy aiming to locate a substantial proportion of new housing in or close to activity centres.

Clause 22.01 – Medium Density Housing Policy

This policy provides guidance on the location, design and siting of medium density housing. It directs such development to sites within 400m of all of the following:

- a public transport scheduled stop
- public open space
- community facilities
- commercial centres

The policy notes that the Eltham, Hurstbridge and Diamond Creek centres provide all of the above these facilities.

The design and siting guidance contained within this policy includes the following:

- Discourages housing that detracts from the character of the area
- Protection and enhancement of local amenity, areas of environmental significance and heritage places.

- Contemporary and innovative design, including the use of timber, stone and/or mudbrick
- The appearance of a single dwelling when viewed from the street
- Articulated facades that avoid continuous building lines and blank walls
- Minimisation of the need for cut and fill
- The use of split levels to reduce building bulk and mass
- Minimisation of the removal of trees (and a minimum planting of two trees for every tree removed) and sufficient space for landscaping
- Energy efficient homes
- Thoughtful placement of access arrangements that avoid 'gunbarrel' driveways

Examples of some of the typical types of medium density housing that have been built in Nillumbik under this policy is provided in Section 3 of this Strategy.

Clause 22.12 – Neighbourhood Character Policy

This policy includes statements of preferred future character, design objectives and design responses for seven precinct typologies that are applied to residential land throughout the municipality. The key elements of the preferred future character statements for each precinct are listed in Table 1, and have been used to guide the preparation of the Residential Framework Plan in Section 6, which includes a map of the precincts (Map 15).

Table 1. Nillumbik Neighbourhood Character Precincts

Precincts	Key Elements of the Preferred Future Character Statements
Garden Court Precinct	<p>Development is sited so that it nestles into the landform and surrounding vegetation. Buildings maintain the pattern of orientations and setbacks of adjoining properties and the streetscape. Some variation occurs in the Diamond Creek Garden Court 3 and 4 Precincts where innovative higher density housing has and will develop. Driveways and car storage areas should occupy the minimum functional area.</p> <p>Residential development is generally set among indigenous trees, although there are some locations where native dominates and exotic trees are present. Hillside of residential development viewed from a distance appear to be lushly vegetated. Garden planting flows uninterrupted to the edge of the roadway.</p>
Bush Garden Precinct	<p>Development is sited to minimise disruption to landform and vegetation. Buildings maintain the pattern of orientations and setbacks of adjoining properties and the streetscape. Some variation occurs where innovative higher density housing has and will develop in areas close to activity centres and transport routes. Driveways and car storage areas should occupy the minimum functional area.</p> <p>Residential development is set among predominantly indigenous trees, although there are some locations where native or exotic trees are present. Hillside of residential development viewed from a distance appear to be lushly vegetated.</p>
Semi Bush Precinct	<p>Development is sited so that buildings nestle into the landform and are partly obscured from view by the topography or tree canopy. Development responds to sloping landforms and creates minimal disturbance.</p> <p>Hillside of residential development when viewed from a distance appear to be tree covered. In typical streetscapes, substantial indigenous or native trees dominate the skyline and are common in gardens. Garden planting is mostly indigenous or native, and flows uninterrupted to the edge of the roadway.</p>
Bush Precinct	<p>Development nestles into the landform and vegetation with minimal disturbance and no erosion. The landscape appears as a natural bush setting, including a dense understorey merging into open bush gardens around the houses. The grounds of properties are indistinguishable from the continuous bushland that characterises the area, whilst landscaping and planting close to the house considers bushfire safety. Buildings are obscured from view from the street by topography or indigenous vegetation. Buildings are not visible above the tree canopy, and are articulated to respond to sloping landforms.</p>
Eltham Central Precinct	<p>Development responds to topographic and vegetation contexts. Buildings maintain the pattern of orientations and setbacks of adjoining properties and the streetscape. Some variation occurs in areas where innovative higher density housing has and will develop.</p>
Rural Precinct	<p>Development is sited so that it nestles into the landform and vegetation. There is minimal disturbance to the landform and no erosion. Buildings are sited well back from the road and away from natural features such as hilltops or gullies and where possible are wholly or partly obscured from view. Buildings are generally low in form with strongly emphasised horizontals.</p>
Settlement Precinct	<p>Development is sited so that it nestles into the landform and vegetation, with minimal disturbance and no erosion. Buildings are partly obscured from view from the street by topography or native vegetation. They are often low in form. Most building materials are 'earth' coloured and textured.</p>

Clause 22.07 – Eltham Town Centre Policy

The Eltham Town Centre Policy promotes “an increase in the amount and diversity of housing by providing medium density housing, particularly that suited to one and two person households”.

Clause 22.14 – Diamond Creek Activity Centre Policy

The Diamond Creek Activity Centre Policy seeks “to develop additional higher density housing in the centre to meet projected needs and increase dwelling type diversity”.

Eltham Activity Centre Structure Plan

The most recent structure plan for the Eltham Activity Centre dates from 2004, and has been implemented in the planning scheme via the Activity Centre Zone Schedule 1, Eltham Town Centre Policy and Bridge Street Business Area Policy. It includes a number of precincts where medium density residential development is encouraged.

The Draft 2020 Eltham Structure Plan was released for public consultation in March and April 2020. It proposes the following changes that impact on housing within this centre:

- Increases in building heights in some parts of Precinct 3: Transport where housing can be developed
- Increases in building heights in some parts of Precinct 5: Cultural Centre where housing can be developed

The Draft Structure Plan identifies a strategy that encourages redevelopment at increased residential densities to house more people in the activity centre.

Diamond Creek Activity Centre Structure Plan

The most recent structure plan for this centre dates from 2006, and has been implemented in the planning scheme via the Activity Centre Zone Schedule 2 and Diamond Creek Activity Centre Policy. It includes a number of precincts where medium density residential development is encouraged.

The Draft 2020 Diamond Creek Structure Plan was released for public consultation in March and April 2020. It proposes the following changes that impact on housing within this centre:

- The use of the Commercial 3 Zone (or a modified Activity Centre Zone) in Precincts 3 and 5 which would allow for some residential development (as the current controls only allow the consideration of residential development in part of Precinct 3).
- Increases in building heights in some parts of Precinct 4: Retail Core where housing can be developed
- Decreases in building heights in some parts of Precinct 5: East of George Street, North of Main Hurstbridge Road where housing can be developed

The Draft Structure Plan identifies a strategy that encourages redevelopment at increased residential densities to house more people in the activity centre.

Hurstbridge Township Strategy

The Hurstbridge Township Strategy was adopted by Council in 2000 and published in 2002 and is as reference document to the Municipal Strategic Statement in the planning scheme. Clause 21.06 (Future Strategic Work and Education) of the planning scheme sets out Council’s intention to implement the strategy.

It identifies that there is little vacant land in the township, and that any growth in population and housing could only be achieved via intensification. The key relevant objectives for settlement and housing are as follows:

- *To maintain the rural character and environmental qualities of the township*
- *Provide a range of housing types to meet the needs and preferences of the community*
- *Integrate residential use and development with community, commercial and recreation areas and transport systems*
- *To ensure that any residential development is of a type that minimises the impact on the natural environment and rural land uses*
- *To ensure that any land identified for residential development has, or can be provided with, a suitable level of infrastructure services*

St Andrews Township Plan

The St Andrews Township Plan was prepared in 2013 and is a reference document to the Municipal Strategic Statement in the planning scheme, which while it does not contain significant detail from the plan, does reflect the need to

ensure that new development reflects the historical and rural character of the township (refer to Clause 21.05-1 (Settlement and Housing)). The plan seeks to provide for a greater diversity of housing (including affordable options), a small population increase, and the potential installation of reticulated sewerage. It contains the following policy directions:

Objectives:

- To provide for new housing within the township to accommodate a small increase in population.
- To improve local housing choice and opportunities by increasing the diversity of local housing types.
- To improve local housing affordability.
- To ease subdivision pressure on peripheral rural areas.
- To consolidate and vitalise the township.

Strategies:

- Support subdivision and modest development of available land within the Township Zone subject to the satisfactory treatment and retention of waste water and meeting applicable BMO requirements.
- Encourage development of smaller, one and two bedrooms dwellings.
- Discourage subdivision and boundary realignments that create substandard lots in areas beyond the existing Urban Growth Boundary.
- Discourage the development of dwellings on substandard lots in areas beyond the existing Urban Growth Boundary.

Implementation:

- Prevent further outward residential development by maintaining the current location of the Urban Growth Boundary until reticulated sewerage is provided.
- Review the location of the Urban Growth Boundary and the zoning of the township as part of the preparation for the provision of reticulated sewerage.
- Continue to apply the Township Zone to all properties within the Urban Growth Boundary to allow the development of smaller dwellings, subject to achieving the minimum requirements of Clause 32.05-2.
- Introduce a local planning policy or update MSS provisions to:

- encourage the development of smaller, more affordable dwellings;
 - discourage subdivision and boundary realignments that create substandard lots in areas beyond the Urban Growth Boundary; and
 - discourage the development of dwellings on substandard lots in areas beyond the existing Urban Growth Boundary.
- Examine a range of incentives to encourage the development of smaller and more affordable dwellings within the township, as part of the Nillumbik Housing Strategy.

As set out in Section 2.1 of this report, any expansion of the Urban Growth Boundary around St Andrews urban area would require a majority vote in both houses of the Victorian parliament.

Nillumbik Neighbourhood Character Study

This study was prepared in 2001 and includes Residential Design Guidelines that were updated in 2003. The guidelines are implemented via Clause 22.12 (Neighbourhood Character Policy) of the planning scheme. Council has identified the need to undertake a review of this study in the near future.

Ageing Well In Nillumbik Action Plan 2019-2022

This Action Plan identifies that the population of Nillumbik is at the higher end of the socio-economic gradient in Victoria, meaning many residents enjoy better than average health and wellbeing. It also identifies that the growth in the ageing population of Nillumbik means that particular issues faced by the older population will increase including:

- Limited transportation options
- Social and geographic isolation
- Limited housing options
- Access to services and facilities

Housing is one of the 7 priorities in the Action Plan, which is assigned the following actions:

- Advocate for housing diversity and options as people plan to downsize or seek alternative housing options and solutions
- Develop resources to assist older people to consider and plan for their future housing needs
- Investigate the development of local short term emergency housing in response to elder abuse

Other material within the plan which is relevant to housing includes:

Housing Options

The range of housing options available to older people across Nillumbik is limited and impacts their options to remain in the local community as their needs and lifestyle changes. This includes opportunities to downsize; to access social, shared and other housing models; and supported care options including retirement and residential aged care. (p. 14)

Households

40% of households in Nillumbik are households without children of which 24.7% are couples without children and 13.8% are lone person households². Additionally a number of older people living in Nillumbik have limited or no family supports and may become vulnerable if services, supports and opportunities to participate are not accessible. Access to transport, health services, retail and community spaces will continue to be critical connections for people to age well in Nillumbik. (p. 14)

Economic factors

For many people the family home is their main asset and may be relied upon to support and fund housing, health and related needs as they age. The effect of being “asset rich and income poor” also impacts older people across the community. Reliable information and advice; access to housing and service options and confidence in accessing home modifications and maintenance services to enable older people to remain living in their homes are important resources to secure choice and control in older peoples decisions. (p. 14)

[Nillumbik Shire Council Draft Disability Action Plan 2020-2024](#)

Council is currently in the process of finalising its Disability Action Plan 2020-2024 so that all residents, regardless of ability, can participate in the community. This is an important issue for Nillumbik as the Survey of Disability, Ageing and Carers, Australia 2018 (updated 24 October 2019) identifies that an estimated 1 in 5 people have disability, and that number increases to almost 1 in 2 for people over 65.

The plan includes the following actions relating to housing:

- 5.1.1 Advocate for more supported/independent accommodation for people with disability, including those not eligible for NDIS.
- 5.2.2 Identify Council’s role in supporting affordable and accessible housing in the Shire as part of the Nillumbik Housing Strategy, with reference to national and State government housing policy frameworks. Ensure consideration of:
 - Housing diversity
 - Housing requirements for people with disability
 - Housing requirements for older people
 - Support for rezoning of areas identified as suitable for development of accessible and affordable housing for people with disability.

The Housing Strategy has a key role to play in achieving these actions.

[Green Wedge Management Plan November 2019](#)

In November 2019, Council adopted an updated Green Wedge Management Plan which includes the following objective relating to residents ageing in place within the rural townships:

O1.6 Where possible, encourage housing diversity in the townships to enable ageing in place.

Encouraging housing diversity to all ageing in place was a key action identified in Councils adopted Green Wedge Management Plan

2.3 The previous Housing Strategy

Nillumbik's previous Housing Strategy was prepared over 19 years ago in 2001, when Nillumbik was projected to have a population of 62,628 people by 2021. The current population of Nillumbik has slightly exceeded this forecast (the estimated residential population in Nillumbik today is 65,094¹), and the latest State government projections are that there will be 70,314 people by 2036².

The 1996 Census figures used in the original Nillumbik Housing Strategy identified that 60% of households were couples with children, and that the population was expected to age with the 50-74 year old population anticipated to double by 2021. The population trends since 2001 have seen a decline in the proportion of households with children to 48% in 2016 and a projected further decline to 40% in 2036, and the ageing of the population is continuing to increase. Further details of the demographic trends are provided in Section 4.

In 2001 the key housing issues were explained within the Housing Strategy key policy statement as follows:

The urban and rural areas of Nillumbik have a significant role as a 'Green Wedge' in metropolitan Melbourne and are regarded as among the most desirable places to live in Melbourne. Council is committed to maintaining the liveability and sustainability of the Shire by managing the impacts of any new development on the natural environment, neighbourhood character, residential amenity and heritage assets.

Council also recognises that secure and appropriate housing underpins the ability to participate in the economic, cultural and social life of the community. Current housing in the Shire is predominantly single dwelling in private tenure. While this will continue to be the most appropriate form of housing for many households, declining household sizes, an aging population and an unmet demand for more affordable housing indicate the need for a greater diversity of housing in the future.

Many of these factors remain relevant today. Detached 3+ bedroom homes still constitute the vast majority of dwellings (refer to Section 3 for further details), although there are some townhouse and recent apartment developments. More diverse and more affordable housing is still needed to cater for the ageing population and for households with specific housing and access needs.

1 profile.id.com.au/nillumbik estimated resident population of Nillumbik for 2019

2 Victoria in Future 2019

The protection of the Green Wedge, natural environment, neighbourhood character, residential amenity and heritage assets continue to be key development considerations.

What has changed in the last two decades is as follows:

- The wider population of metropolitan Melbourne has substantially exceeded the forecasts of 2001 (although this has not impacted Nillumbik greatly).
- Population growth and other socio-economic factors have meant that housing prices have become increasingly unaffordable for many households.
- There have been changes to how we plan for housing growth, including via the adoption of new metropolitan plans ('Plan Melbourne'), new residential zones in planning schemes, new planning practice notes for housing, and numerous local strategies.

This Draft 2020 Housing Strategy updates Council's understanding of the present-day and forecast demographic and housing needs of the Nillumbik community. It proposes a series of refined and sometimes new policies to address the greater need for new dwellings and a wider range of dwelling types.

The Strategy has also been prepared in response to the State government's new housing policies and planning practice notes. The updated Housing Strategy identifies how Council can ensure that enough new housing is delivered in the right locations and to a high standard of design while protecting the unique Nillumbik character.

The updated Housing Strategy identifies how Council can ensure that enough new housing is delivered in the right locations and to a high standard of design while protecting the unique Nillumbik character.

2.4 Community Feedback

Housing Issues and Options Paper 2016

The Housing Issues and Options Paper was prepared in 2016 to inform the future development of an updated Housing Strategy. It included a series of workshops and an online community survey. The priority housing issues identified by the participants were as follows:

- Balancing development and the natural environment
- Protecting the character and identity of our neighbourhoods
- Poor quality of housing development
- Ageing infrastructure
- Accommodating population growth
- Lack of affordable housing

The paper identifies key issues for consideration, and the relevant options from these have been incorporated into this updated Housing Strategy.

Ageing Well Survey of Older Residents 2018

Council's Aged and Disabilities Services team commissioned a survey of older residents, their carers and families to understand what their priorities are to age well in the Nillumbik community, and received responses from 191 people. The "What Do You Need To Live and Age Well in Nillumbik?" report identifies the following in respect to housing:

- 21% of respondents identified a plan to downsize to a smaller property in the next 5 to 10 years.
- Of the 21% planning to downsize, 57% are hoping to remain in Nillumbik.
- *Housing diversity, affordability, choice, design and location were all important aspects to feedback through the 2017 HWB [Health and Wellbeing Matters] Consultation process¹. Diversity and affordability was a high priority for people over 60 years of age (60%) with varied and affordable housing choices a concern for 72% of total respondents. Access to suitable and affordable was identified as particularly problematic for people aged between 56-75 years (p. 12)*
- *Additionally older people were concerned about*

ageing in place (p.12) This is supported by further feedback in this survey where the need for maintenance and assistance to remain in the home are identified as a growing priority and concern.

- *As limited transport becomes a bigger concern for ageing people, some felt the move smaller housing closer to transport was a good option. Designing housing suitable for downsizing but retained cultural and environmental values of residents was important (p.18)*
- *Good design, including intergenerational living, smaller housing options, secure rental schemes, social housing options, and new models of housing that incorporate caring for older people were all identified ideas and concerns from respondents to the 2017 HWB Survey (p.14)*

Nillumbik Housing Strategy Discussion Paper (February 2020)

The Housing Strategy Discussion Paper was released for public comment from 27 February to 30 March 2020, and 28 submissions were received via the online questionnaire or as individual written submissions.

A number of key themes have emerged from community feedback on this paper, as discussed in the summary on the next page.

21% of respondents identified a plan to downsize to a smaller property in the next 5 to 10 years. Of the 21% planning to downsize, 57% are hoping to remain in Nillumbik.

¹ This refers to data from the Health and Wellbeing Matters in Nillumbik-Health and Wellbeing Survey (HWBS) 2017 filtered for respondents 50 years of age and over

What you have told us so far

Housing for older residents

Respondents suggested a number of ways that housing options could be provided for Nillumbik's older residents. To ensure housing is accessible for people with more limited mobility, single storey dwellings and/or specifically designed medium density housing should be considered. More attention should also be directed to helping the elderly to stay in their existing houses, or making it easier for them to establish a dependant person's unit. Others highlighted the need for more dedicated aged care facilities, including developments that contain both independent living and supervised care facilities, and village type 'compounds' for those who want independence but with some support.

Planning for growth

Some were of the view that red tape needs to be removed from the planning scheme and planning permit application process to better facilitate appropriate housing development and in more locations, including to allow more housing and/or aged care facilities outside of the Urban Growth Boundary either generally or on specific sites. Others had queries about population growth figures, and wanted to ensure continued protection of the Urban Growth Boundary.

Medium density housing

There were mixed views on the provision of medium density housing in Nillumbik. Some were of the view that it appropriate to develop medium density housing and housing options, particularly where there is good access to transport and services, such as in the Eltham and Diamond Creek Activity Centres. However, many cautioned that the design and density of this development should be carefully tailored and restricted to protect the local character, to provide quality housing options and to prevent housing growth outside the UGB. Others were of the view that further medium density housing is not appropriate in the Shire, as it is undermining the local character, and that it should be particularly discouraged in rural townships such as Hurstbridge.

Affordable housing

Respondents viewed the provision of affordable housing as something that should be sought at federal and state level, with some reservations expressed as to whether Council should be directly involved in providing it. There were some suggestions that developing some smaller dwellings would provide more affordable options.

Neighbourhood character and vegetation

The ongoing protection of neighbourhood character and vegetation was mentioned by several respondents. Improved definition of these elements was also sought.

Alternative housing models

Mixed views were received on the potential alternative housing models suggested in the Discussion Paper, with some agreeing that these could work in the Nillumbik context, and others expressing reservations as to their applicability.

Clarification of the role of Hurstbridge

There were several queries expressed regarding the role of Hurstbridge. The planning scheme classifies it as a township that includes a neighbourhood activity centre.

3 . Housing in Nillumbik today

The vast majority of existing dwellings in Nillumbik are detached houses with three or more bedrooms; these are located throughout the municipality's urban areas, towns and rural areas. There are relatively few alternative housing options to the 3+ bedroom detached house within Nillumbik, although in more recent times, some semi-detached homes, townhouses and low-rise apartments have been built in and around the Eltham and Diamond Creek activity centres.

Figure 5 provides some examples of these existing dwelling typologies in Nillumbik. Appendix 1 also provides a list of some recent developments and notable VCAT cases. The latter highlights the following:

- Developments in the General Residential Zone vary in size and are including smaller lots under 300sqm in area
- Developments in the Neighbourhood Residential Zone vary in size and are including lots around 400sqm
- Medium density dwellings are being developed in the Activity Centre, Mixed Use, General Residential and Neighbourhood Residential Zones
- Neighbourhood character is commonly raised in planning applications, with one of the key considerations for medium density housing being whether a new character is emerging in areas set aside for this purpose
- Landscaping including tree retention and replacement is another common issue, with dwellings typically only being approved if appropriate screening vegetation is provided to create a medium density housing typology that is unique to the Nillumbik context (refer to the townhouse example in Figure 5)

Nillumbik's last significant greenfield growth areas in Diamond Creek North Area A and B Development Plans are now almost fully developed. There are very few large redevelopment sites within the municipality, aside from some opportunities in the Eltham and Diamond Creek Major Activity Centres.



Rural Dwelling



Cooperative Housing



Dwelling in township



Townhouse



Dwelling in suburb



Apartment

Figure 5. Examples of dwelling types in Nillumbik.

Table 2. Dwelling types, Nillumbik and Greater Melbourne, 2016.

	Nillumbik #	Nillumbik %	Greater Melb%
Separate house	18,502	93.9%	67.8%
Semi-detached, row or terrace house, townhouse etc	677	3.4%	16.8%
Flat or apartment	504	2.6%	20.3%
Other dwelling	14	0.1%	0.4%

Source: ABS 2016 Census QuickStats

Table 3. Number of bedrooms per dwelling, Nillumbik and Greater Melbourne, 2016

	Nillumbik #	Nillumbik %	Greater Melb%
None (includes bedsitters)	22	0.1%	0.4%
1 bedroom	272	1.4%	5.7%
2 bedrooms	1,488	7.5%	20.3%
3 bedrooms	8,129	41.1%	42.1%
4 or more bedrooms	9,575	48.5%	29.2%
Number of bedrooms not stated	269	1.4%	2.3%

Source: ABS 2016 Census QuickStats

Table 4. Housing tenure, Nillumbik and Greater Melbourne, 2016

Tenure	Nillumbik	Greater Melb	Regional Victoria
Owned	37.6	29.0	35.7
Mortgage	47.8	34.3	32.2
Rent	9.3	28.8	23.9

Source: 2016 ABS

A higher proportion of people own or are buying their home in Nillumbik than is the case across Greater Melbourne. As a result, Nillumbik also has proportionally fewer renters, which may partially explain why Nillumbik residents do not move house as often. Between 2011 and 2016 only 27.2% of people moved house in Nillumbik compared to 40.1% across greater Melbourne and 38.9% across Victoria¹. It may also reflect the lack of options available for households wanting to downsize.

The following retirement villages and residential aged care facilities are located within the municipality:

- Eltham Retirement Centre
- Eltham Villa, Eltham (which accommodates younger people with disabilities as well)
- St Vincents Care Services, Eltham
- Kooringa Close, Eltham
- Kerala Manor, Diamond Creek
- Kilara House, Diamond Creek (which accommodates younger people with disabilities as well)
- Aurrum Aged Care, Plenty
- VMCH St Thomas' Retirement Village, Greensborough
- Estia Health, Wattle Glen

There are 136 Department of Health and Human Services (DHHS) social housing units in Nillumbik

¹ profile.id.com.au/nillumbik

4.

Nillumbik's future housing needs

4.1 Future population and dwelling needs

Nillumbik currently has significantly more mature families comprising people aged 45-64 and 10-19, and fewer people aged 20-39 than is the case across the rest of Melbourne (refer to Figure 6).

However, the Nillumbik community is ageing. By 2036 Nillumbik will have a significant proportion of one and two person households, comprising mainly empty nesters and retirees. In the future, it is projected that Nillumbik will have more people aged 55 years and older. By 2036, 1 in 3 residents will be in this age group compared to 1 in 4 in 2015 (refer to Figure 7).

Nillumbik will also have significantly more people aged over 70 in 2035 than is the case today.

Couples with children households are currently the dominant household type within the municipality. However, as illustrated in Figure 8, these households will become smaller over time. It is projected that the number of couple and one person households will increase substantially by 2036, with very little change in the other types. Only 114 additional households will be couples with children, whereas 2,199 additional households will be couples without children, and there will be 1,609 additional lone person households (refer to Figure 9).

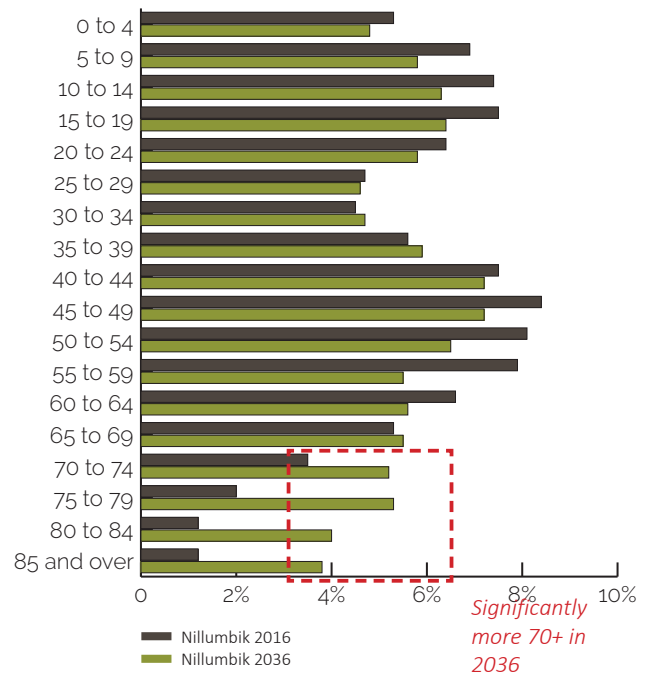
These demographic changes have implications for the types of housing that may be needed in Nillumbik the future. While some households will want to 'age in place' in their existing dwellings, others may want to downsize particularly where significant property maintenance is required.

In the future, it is projected that Nillumbik will have more people aged 55 years and older. By 2036, 1 in 3 residents will be in this age group.



Source: Victoria in Future 2019

Figure 6. Population by age, 2016, Nillumbik and Greater Melbourne



Source: Victoria in Future 2019

Figure 7. Nillumbik population by age 2016-2036

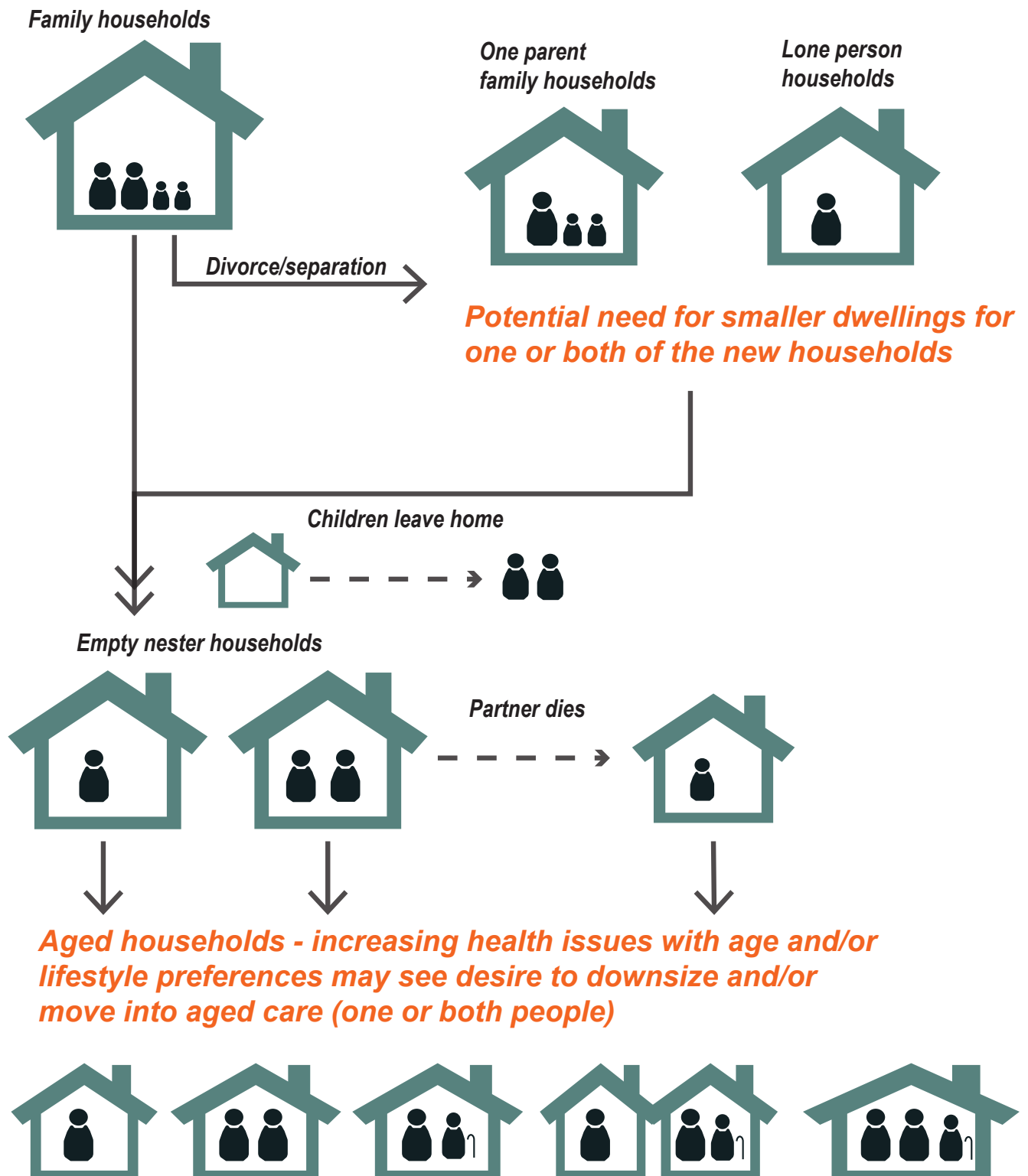
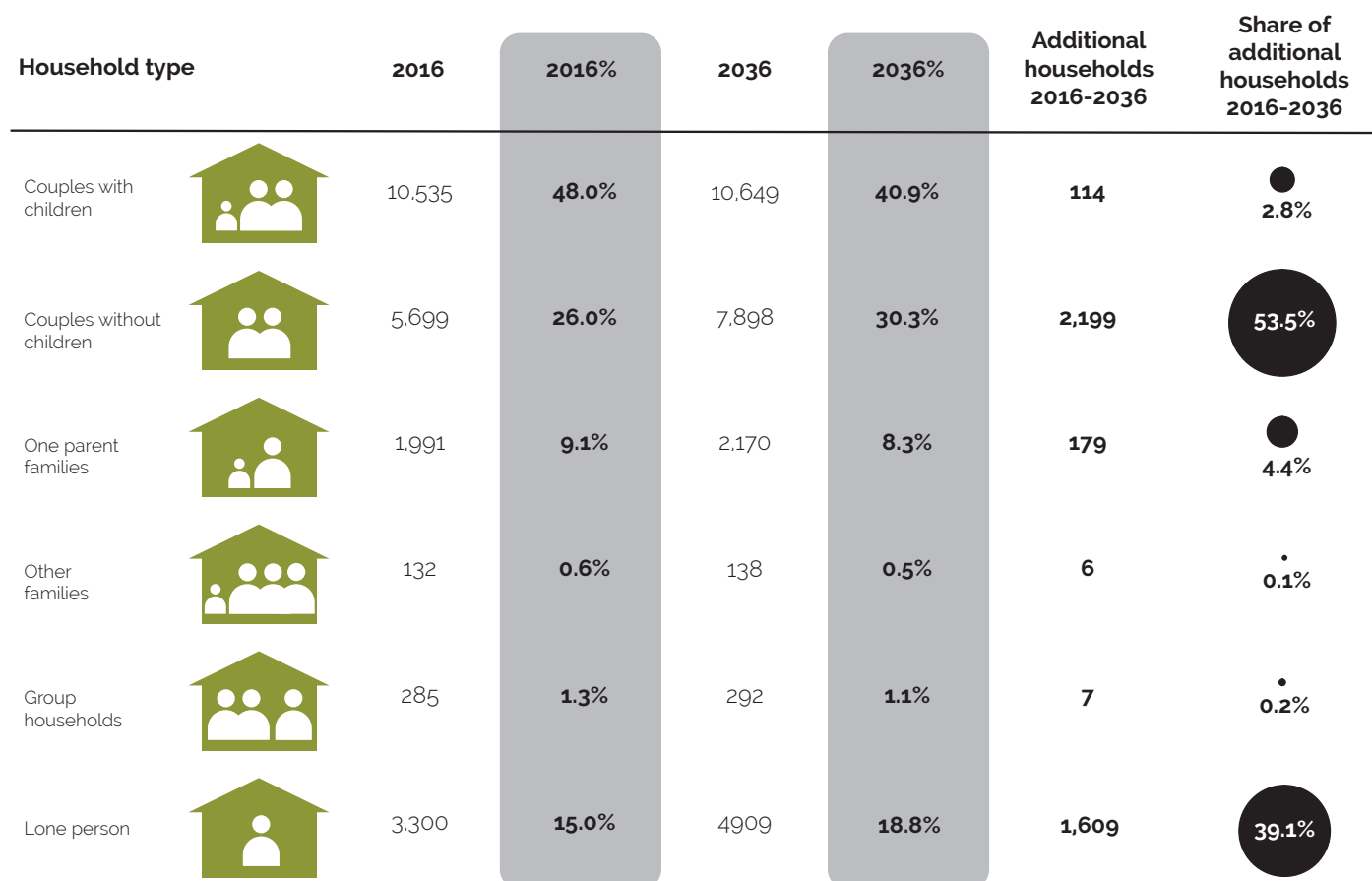


Figure 8. Changes to family households over time



Source: Victoria in Future 2019

Figure 9. Nillumbik household types 2016-2036

Nillumbik is predicted to have the lowest overall population growth of any municipality in Melbourne (refer to callout box on following page). The municipality had a population of around 64,000 residents in 2016, and Victorian government forecasts suggest that just over 6,000 more people will be living in Nillumbik by 2036 (refer to Table 5). These forecasts identify that around 4,200 net additional dwellings will be needed between 2016 and 2036 to accommodate the housing needs of the Nillumbik community.

Table 5. Projected population, households and dwellings 2016-2036

	2016	2036	Change	Change %
Nillumbik population	64,174	70,314	6,140	10%
Nillumbik households	21,942	26,057	4,115	19%
Nillumbik dwellings	22,371	26,564	4,193	19%
Nillumbik average household size	2.87	2.65	-0.22	
Greater Melbourne population	4,642,177	6,736,146	2,093,969	45%
Greater Melbourne households	1,755,216	2,614,718	859,502	49%
Greater Melbourne dwellings	1,824,010	2,736,908	912,898	50%

Source: Victoria in Future 2019

Population projections

The Victorian Government's Planning Practice Note 90 (Planning for Housing) requires local Councils to use the Victorian Government population projections as a basis for planning for future housing needs. These projections are based on assumptions regarding net overseas migration, net interstate migration and natural increase (the difference between the number of births and deaths). The distribution of this population growth is then calculated reflecting the likelihood of individual places to attract additional residents and their capacity to absorb extra population.

As Table 7 demonstrates, Nillumbik has the smallest projected rate of change of all metropolitan Councils, and by far the smallest absolute increase in the number of people expected to be living within the municipality by 2036.

Table 6. Population increase 2018-2036 for metropolitan Councils¹

Council	2018 population	2036 population	2018-2036 change (#)	2018-2036 change (%; average annual rate)
Wyndham	255,320	459,220	203,900	3.30%
Casey	340,420	522,250	181,830	2.40%
Melton	156,710	332,050	175,340	4.30%
Whittlesea	223,320	364,450	141,130	2.80%
Melbourne	169,960	292,630	122,670	3.10%
Hume	224,390	343,990	119,600	2.40%
Cardinia	107,120	177,870	70,750	2.90%
Moreland	181,730	241,540	59,810	1.60%
Maribyrnong	91,390	147,460	56,070	2.70%
Greater Dandenong	166,090	218,560	52,470	1.50%
Darebin	161,610	210,650	49,040	1.50%
Monash	200,080	248,930	48,850	1.20%
Port Phillip	113,200	159,450	46,250	1.90%
Whitehorse	176,200	220,250	44,050	1.20%
Moonee Valley	127,880	167,780	39,900	1.50%
Yarra	98,520	136,450	37,930	1.80%
Kingston	163,430	201,090	37,660	1.20%
Brimbank	208,710	244,500	35,790	0.90%
Mornington Peninsula	165,820	200,360	34,540	1.10%
Glen Eira	153,860	188,210	34,350	1.10%
Boroondara	181,290	213,840	32,550	0.90%
Stonnington	116,210	146,890	30,680	1.30%
Knox	163,200	191,530	28,330	0.90%
Maroondah	117,500	143,790	26,290	1.10%
Yarra Ranges	158,170	183,820	25,650	0.80%
Hobsons Bay	96,470	120,600	24,130	1.20%
Frankston	141,850	165,790	23,940	0.90%
Manningham	125,510	148,410	22,900	0.90%
Banyule	130,240	150,760	20,520	0.80%
Bayside	105,720	122,710	16,990	0.80%
Nillumbik	64,940	70,310	5,370	0.40%

¹ Data from "Victoria in Future 2019 Population Projections 2016 to 2056", DELWP, July 2019

Over the last 5 years, 990 new dwellings have been built in Nillumbik, which equates to an average of 198 dwellings per year¹.

The dwelling forecasts prepared by the Victorian Government and iD Consultants (prepared on behalf of Council) estimate the net number of new dwellings that will need to be built on an annual basis in the future to meet the housing needs of this forecast population.

Whilst the State government and iD Consultants forecasts use different methods to estimate the future dwellings needed, both result in similar estimates of future net new dwelling requirement by 2036. These are summarised in tables 7 and 8.

The Victorian Government figures estimate that an average of 210 net new dwellings would need to be constructed each year in Nillumbik – this is a relatively small increase on the current rate of dwelling construction within the municipality. The iD Consultants figures estimate that an annual average of 194 net new dwellings would need to be constructed within the municipality, and this represents a small decrease to the current annual rate of dwelling construction.

Table 7. Projected dwellings needed, Victorian Government.

Year	VIF estimate of population	VIF estimate of dwellings needed	VIF annual average number of dwellings needed
2016	64,174		
2021	65,370	1,104	221
2026	66,760	1,102	220
2031	68,410	1,026	205
2036	70,314	961	192
Total Dwellings Needed		4,193	
Annual Average		210	

Source: Victoria in Future 2019

Table 8. Projected dwellings needed, ID Consultants.

Year	VIF estimate of population	VIF estimate of dwellings needed	VIF annual average number of dwellings needed
2016	64,276		
2021	65,125	991	198
2026	66,737	1,055	211
2031	68,312	915	183
2036	70,391	915	183
Total Dwellings Needed		3,876	
Annual Average		194	

Source: profile.id.com.au/Nillumbik

¹ profile.id.com.au/nillumbik- residential building approvals, sourced from ABS, Building Approvals, Australia (8731.0)

4.2 Location of housing in Nillumbik today and in the future

iD Consultants have prepared forecasts of the additional dwellings that are likely to be created across the municipality in the future.

These forecasts are summarised in Table 9 and Figure 10. The majority of the net new dwellings in the municipality are expected to be needed in Eltham and Diamond Creek. This is because these are locations that have relatively better access to services transport and infrastructure, and there are opportunities for the creation of new infill housing within these suburbs.

Section 6.3 assesses the theoretical housing capacity for the strategy's Housing Framework Plan, and identifies that Nillumbik is on track to meet these housing growth obligations.

Table 9. Forecast Increase in dwellings by location

Area	2016 dwelling #	2036 predicted dwelling #	Change in dwellings	% increase in dwellings	Share of additional households 2016-2036
Nillumbik Shire	22,005	25,881	3,876	17.6%	
Eltham	8,469	10,114	1,645	19.4%	42.4%
Diamond Creek	4,180	5,393	1,213	29.0%	31.3%
Plenty- Yarrambat	1,296	1,694	398	30.7%	10.3%
Kangaroo Ground- Wattle Glen	1,020	1,133	113	11.1%	2.9%
Hurstbridge	1,271	1,383	112	8.8%	2.9%
Rural North West	663	766	103	15.5%	2.7%
Greensborough	1,868	1,955	87	4.7%	2.2%
Rural East	1,242	1,315	73	5.9%	1.9%
Research	942	1,009	67	7.1%	1.7%
North Warrandyte	1,054	1,119	65	6.2%	1.7%

Source: profile.id.com.au/Nillumbik

74% of the additional households will be in Eltham and Diamond Creek. Refer to Figure 10 for the distribution of these.

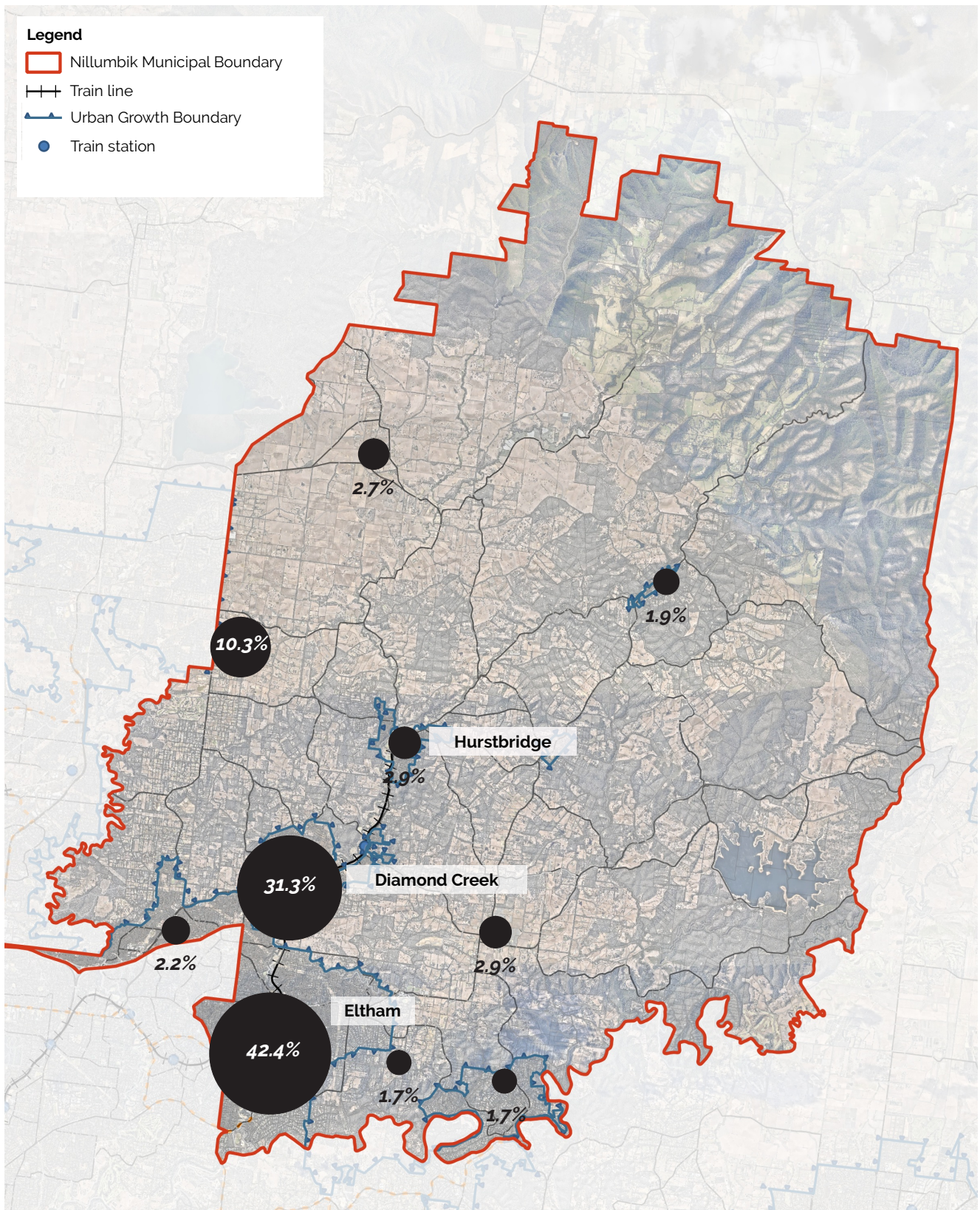


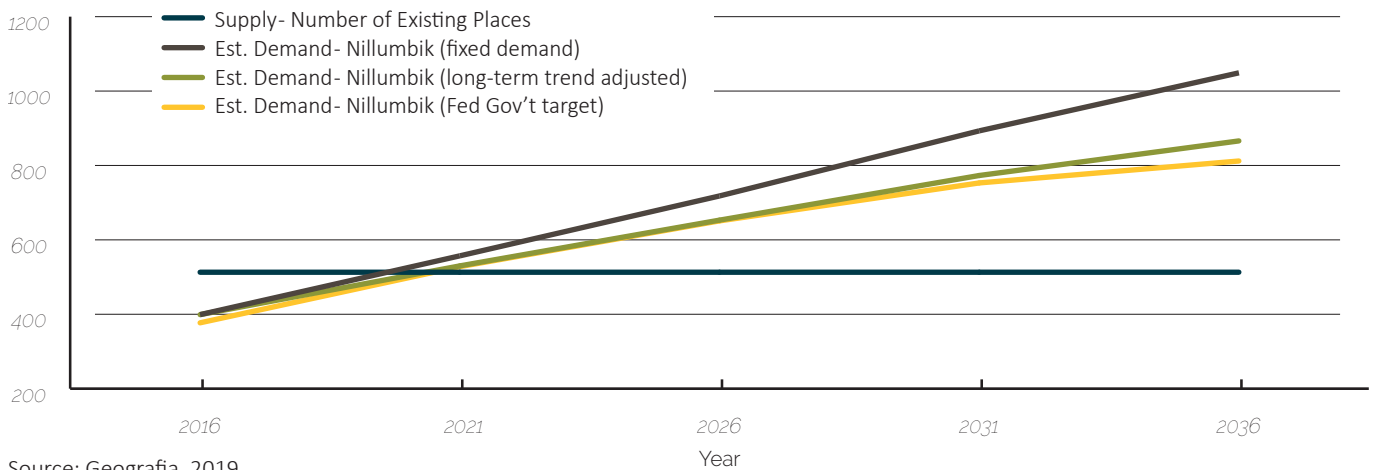
Figure 10. Forecast location of additional dwelling demand (refer to Table 9 for data).

4.3 Housing older people in Nillumbik

The proportion of people 55 years and older in Nillumbik will increase from a quarter to a third of Nillumbik’s population by 2036. Nillumbik will also have significantly more people aged over 70 in 2036 than is the case today.

These changes will increase the demand for low maintenance, accessible and age-friendly and well-located dwellings in established areas, as well as more in-home support services and increased opportunities for residents to have access to retirement villages and aged care facilities.

In relation to aged care facilities, there are currently 513 places available in Nillumbik today and it is expected that by 2036, a total of 866 aged care places will be needed, meaning that an additional 353 need to be constructed in the next fifteen or so years (refer to Figure 11 which sets out data prepared for Council by Geografia).



Source: Geografia, 2019

Figure 11. Residential aged care places 2016-2036

4.4 Housing affordability

According to iD Consultants (profile.id.com.au/nillumbik), 5.7% of households within the municipality were experiencing housing stress in 2016 (this is defined as households in the lowest 40% of incomes that are required to spend more than 30% of their usual gross weekly income on housing costs).

The rise in property prices across the metropolitan region has resulted in substantial increases in housing stress since the 2016 Census. Whilst more recent data on housing stress levels in Nillumbik is not currently available, it is quite likely that the percentage of households experiencing housing stress within the municipality will have increased since 2016.

There are many types of households that may need to access affordable housing within Nillumbik, including:

- First-time buyers, who can no longer buy due to casual work arrangements or the cost of housing. As a consequence, the rental market has young people entering who, in previous generations, would have been purchasers of homes.
- Older people with a low income, in particular, older women. As they leave the workforce, they can no longer afford the private rental market and sometimes are forced to relocate.
- Singles and young people who are staying at home longer, partly because of the lack of affordable housing.
- Single parents.
- People escaping family violence.
- Key workers (e.g. teachers, healthcare workers, police, hospitality workers) who are often forced to travel great distances between work and housing that is affordable.
- People on a low income.

4.5 Housing accessibility in Nillumbik

Council's Disability Action Plan estimates that in the order of 1 in 5 people (or 11,494 people) in Nillumbik are likely to have some form of a disability¹. In future, an ageing population will mean more and more residents will require housing that is accessible, adaptable and/or has universal design features such as wider doorways and step-free access.

¹ The Plan references the Survey of Disability, Ageing and Carers Australia: Summary of Findings, 2018

5. A Housing Vision for Nillumbik

The proposed vision for housing in Nillumbik is as follows:

Nillumbik will provide a range of housing options so that its residents can choose the most suitable housing for their lifestyle, budget and needs. This will include affordable, accessible and inclusive housing for older residents and those with disability. Medium density housing will be located in activity centres, supported by a mix of medium and conventional density housing around the centres, allowing the rest of the residential areas to remain at reduced densities. Housing will be well-designed, sustainable, and respectful of neighbourhood character.

Over the next 15 years housing in Nillumbik will:

- ***Provide choices that are suitable for people at different stages of their lives***
- ***Provide a range of options for ageing households to select a housing situation that suits them best***
- ***Provide affordable, accessible and inclusive dwelling options for people with particular needs including financial constraints and disability***
- ***Be well-designed and respectful to the unique character of the neighbourhoods that exists across the municipality***
- ***Meet the housing needs of a relatively modestly growing population***
- ***Provide opportunities for well-designed medium density dwellings to be established in activity centres, and around the centres where there will be a mix of medium and conventional densities, so that the remainder of Nillumbik can retain its unique character as the 'Green Wedge Shire***
- ***Support the social and economic vibrancy of the Eltham and Diamond Creek Major Activity Centres and Hurstbridge Town Centre to function as 20 minute neighbourhoods as envisaged in Plan Melbourne***
- ***Increase sustainable design outcomes for new and existing dwellings***

6.

Housing Framework Plan

6.1 The Basis of the Framework Plan

The Housing Framework Plan classifies land in Nillumbik according to its capacity to accommodate housing change.

It applies the housing change categories set out in the Victorian Government's Planning Practice Note 90 (Planning for Housing) and also the existing Medium Density Housing Policy contained within Clause 22.01 of the Nillumbik planning scheme as a basis to create an approach that is unique to the Nillumbik context.

The Housing Framework Plan has been prepared to address the following:

- To provide greater certainty to the community about where housing growth will occur, where valued neighbourhood character will be a significant factor in the design of new housing development, and where development is constrained by other characteristics or values. Translating the existing Medium Density Housing Policy in the Nillumbik planning scheme into a mapped area will provide greater clarity and certainty for the community about where housing change could occur, and also the likely nature of that housing change.
- The need to identify areas that are capable of accommodating additional housing in order to meet the housing needs associated with Nillumbik's modest projected growth, and to also increase the diversity of dwelling options available to the community. It is not possible to prevent any change from happening; not only would this be contrary to State government housing policies, it would make it difficult for households with specific needs (including key workers seeking affordable housing, older households seeking to downsize, and people with disability) from accessing the housing that they need.
- The achievement of Plan Melbourne's 20 minute neighbourhoods concept by providing more housing in locations that have good walkable access to local amenities, services, jobs and public transport.
- The protection of valued neighbourhood character and landscape values.
- Local physical considerations which provide opportunities and constraints to residential development (such as drainage, bushfire risk, native vegetation, unsewered lots etc).

Categorising change

Planning Practice Note 90 (Planning for Housing) identifies the need to define areas as being capable of accommodating **minimal, incremental or substantial housing change**. However it notes that “change is relative to its context” which means that the categories of change (and the associated preferred housing outcomes) identified for Nillumbik will result in very different outcomes than what they might mean in other municipalities – **for example, a ‘substantial change’ area in inner city municipalities may mean medium and high rise development, whereas in Nillumbik, it will mean lower-rise medium density residential development within activity centres.**

Because of the peri-urban nature of part of the municipality, Nillumbik proposes to include several categories of the incremental change area. Four categories are proposed to reflect the unique Nillumbik context. The practice note allows this approach to be taken as follows:

A greater breakdown of housing change areas may be acceptable provided there is a strong strategic basis for the approach and the additional housing change areas reflect preferred development outcomes that are legible and clear so that the type of change being sought broadly falls within the boundaries of the broader minimal, incremental and substantial change categories.

The following opportunities and constraints have been analysed in order to determine what capacity different parts of Nillumbik’s established urban areas have to accommodate change (refer also to Figure 1 and Figures 12 to 18):

- 400m walkable catchments from larger activity centres (being the Major Activity Centres at Eltham and Diamond Creek, and Neighbourhood Activity Centres at Hurstbridge and Apollo Parkways)¹.
- 800m walkable catchments from train stations and 400m from Smart Bus stops. The existing Medium Density Policy identifies 400m as being an accessible walking distance from a public transport scheduled stop. However, the level of accessibility and convenience offered by having access to a train station is much greater than is the case with a bus stop. For this reason, a more nuanced approach is applied to defining the relevant distance from different forms of public transport².
- 400m walkable catchments from open space and community services and facilities.
- Neighbourhood character precincts as these delineate where Council is seeking different built form outcomes. It is noted that any future updates to the precincts as part of Council’s review may require adjustment to the change area boundaries.
- Design and Development Overlays where a specific built form outcome is sought.
- Heritage Overlays and Significant Landscape Overlays where change would need to be carefully managed.
- Physical considerations, being the Land Subject to Inundation Overlay and Bushfire Management Overlay. These overlays do not preclude residential development, but are indications that substantial change may not be appropriate.
- Servicing constraints, with some residential properties and certain rural townships not having access to reticulated sewerage services.
- Social policy considerations including the provision of some diverse, affordable and accessible housing options where there is good access to amenities, facilities, public transport and community support services.

It is noted that while the existing Medium Density Housing Policy (Clause 22.01 of the planning scheme) was prepared some time ago, it includes concepts that continue to be used in current planning approaches to housing intensification which seek to provide more dwellings within walkable catchments of amenities, services and infrastructure. This Housing Strategy builds on and updates this approach with criteria and measurement techniques that are now used to more accurately define areas suitable for medium density housing.

The mapping has been prepared in GIS by Geografia, and incorporates calculated distances and walking times based on the street network rather than “as the crow flies” to ensure greater accuracy.

1 The shopping centre at Research has not been identified for walkable catchment mapping as it is only classified as a local centre in the activity centre hierarchy within the planning scheme and has limited public transport access.

2 It is recognised that train services to Hurstbridge are currently limited but will improve once the line is duplicated.

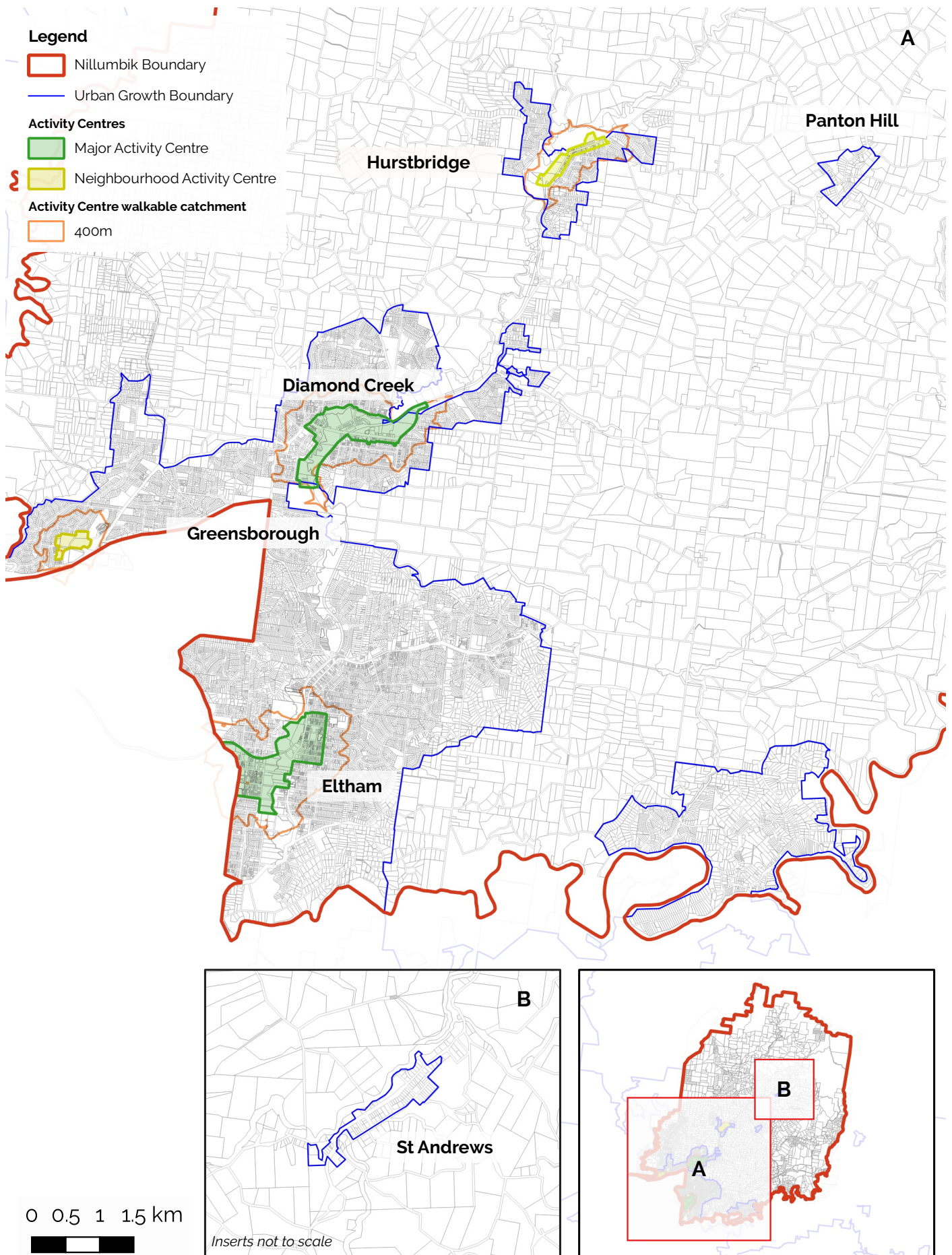


Figure 12. Distance from activity centre boundaries [400m]

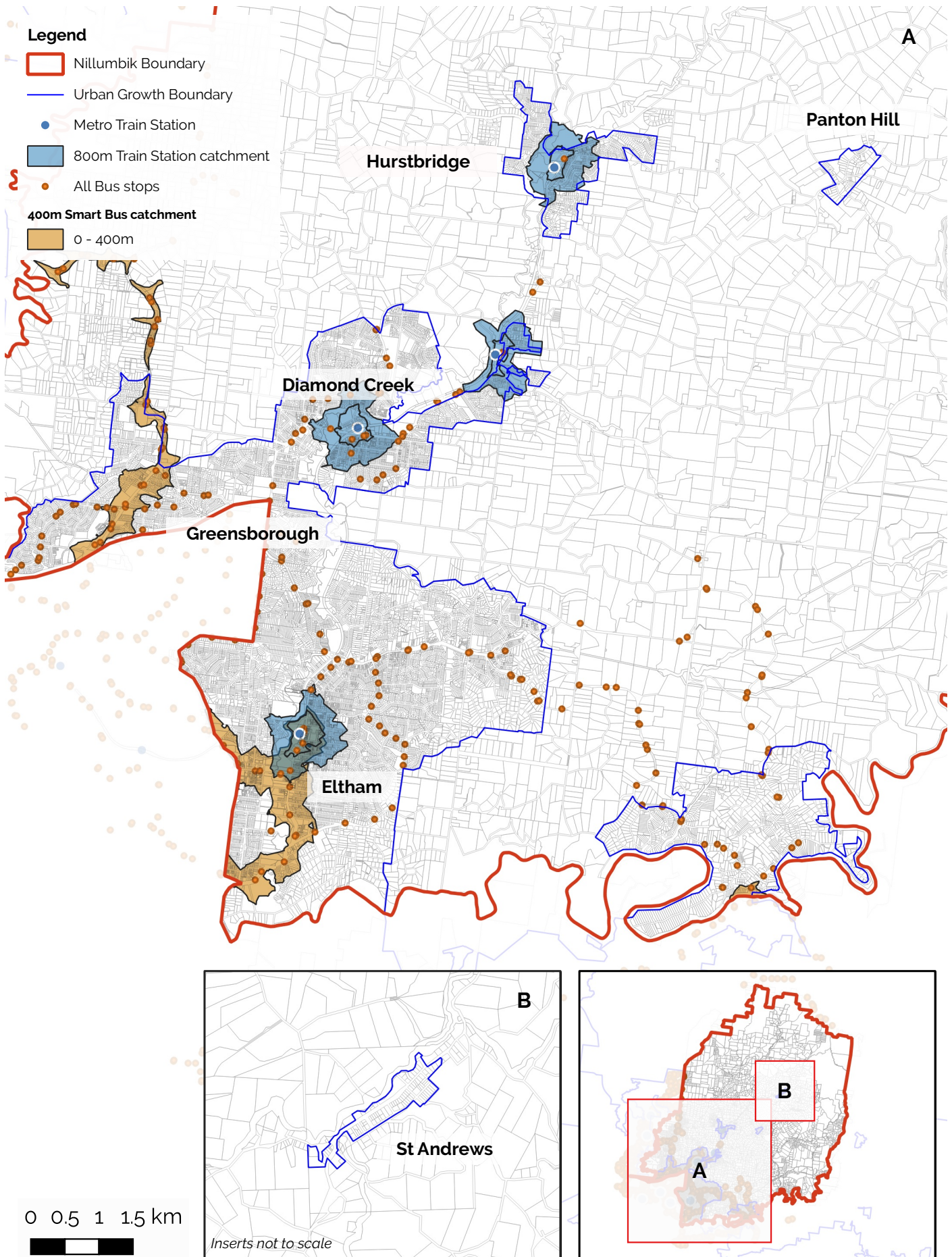


Figure 13. Walkable catchments from public transport

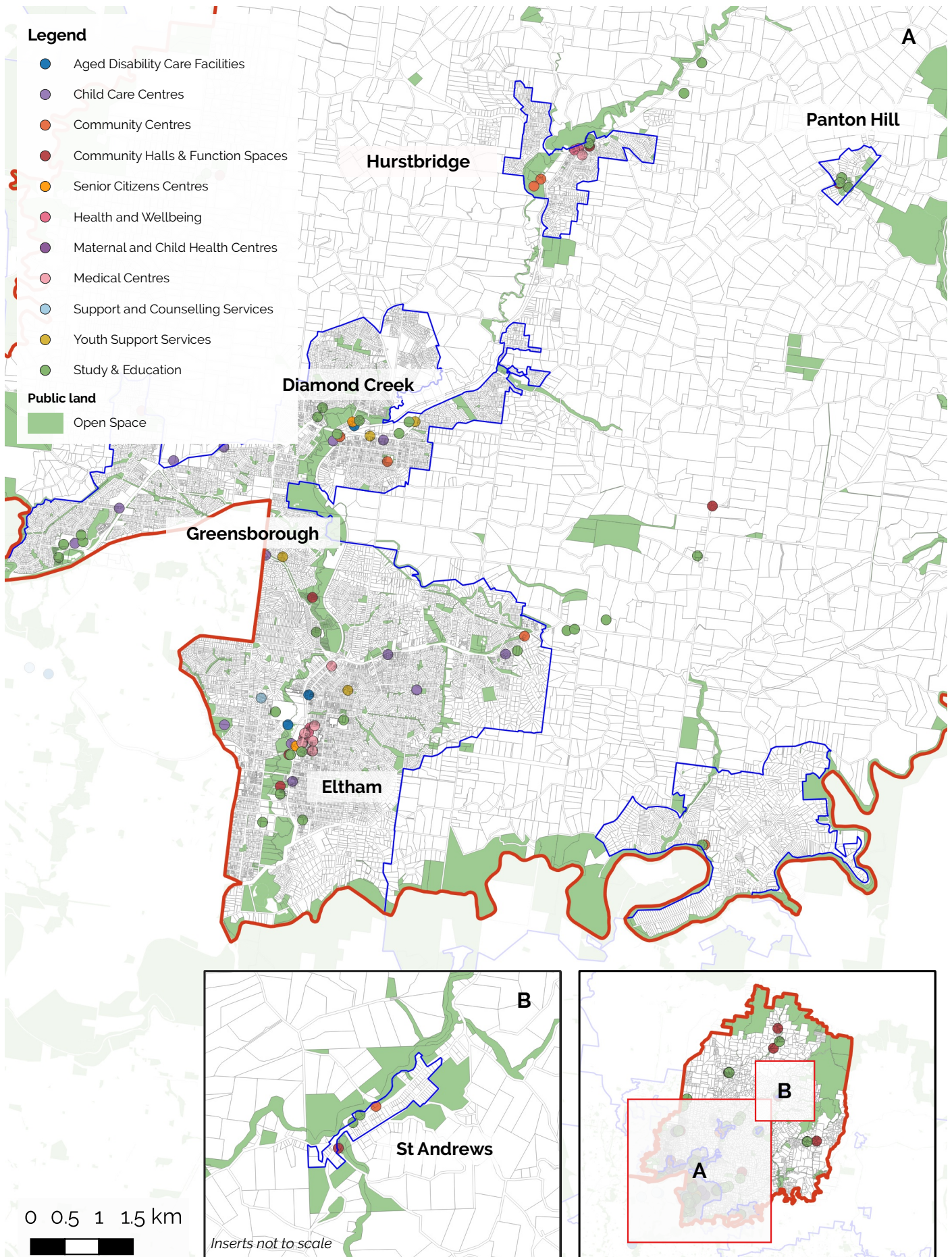


Figure 14. Distance from community services and facilities

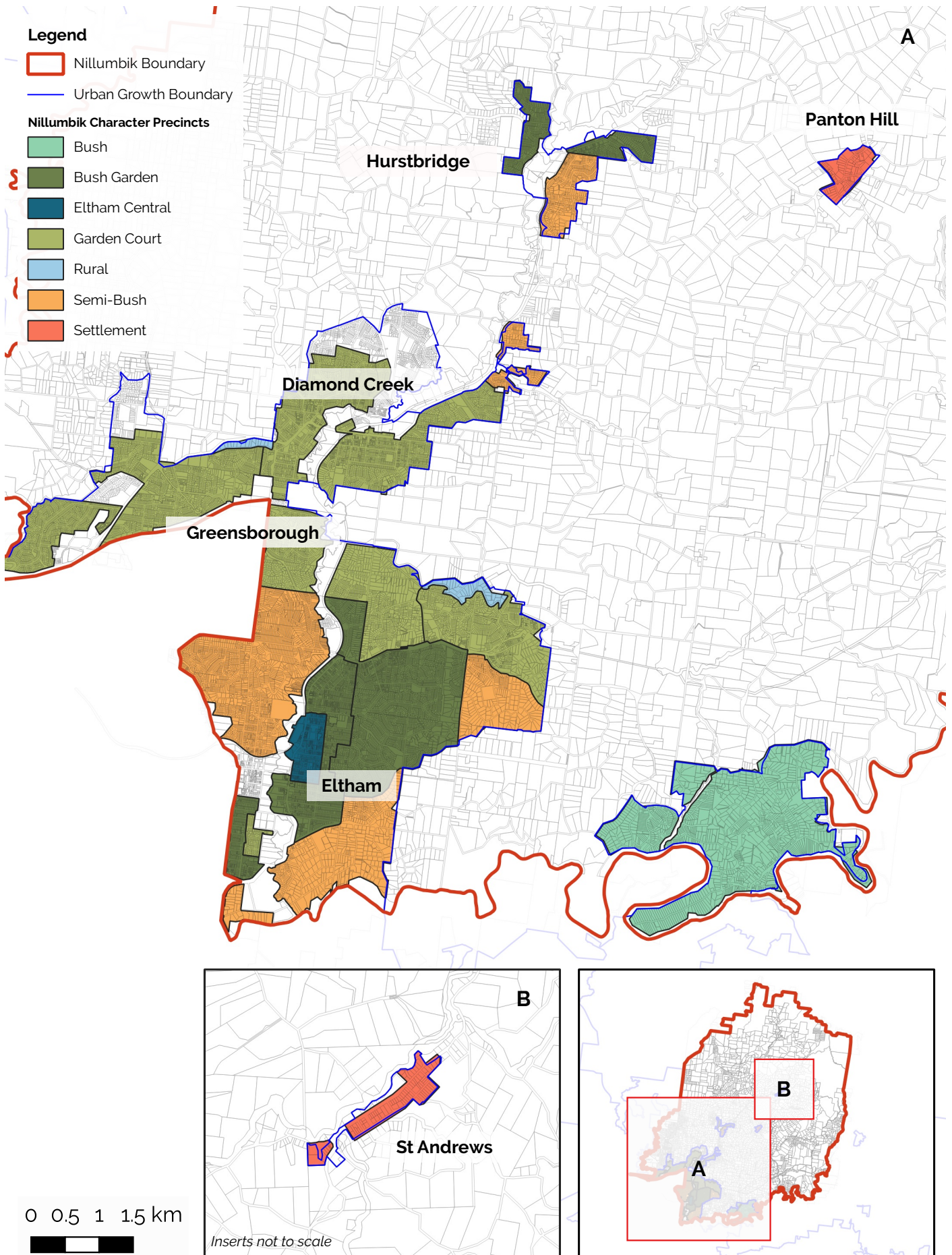


Figure 15: Neighbourhood Character Precincts

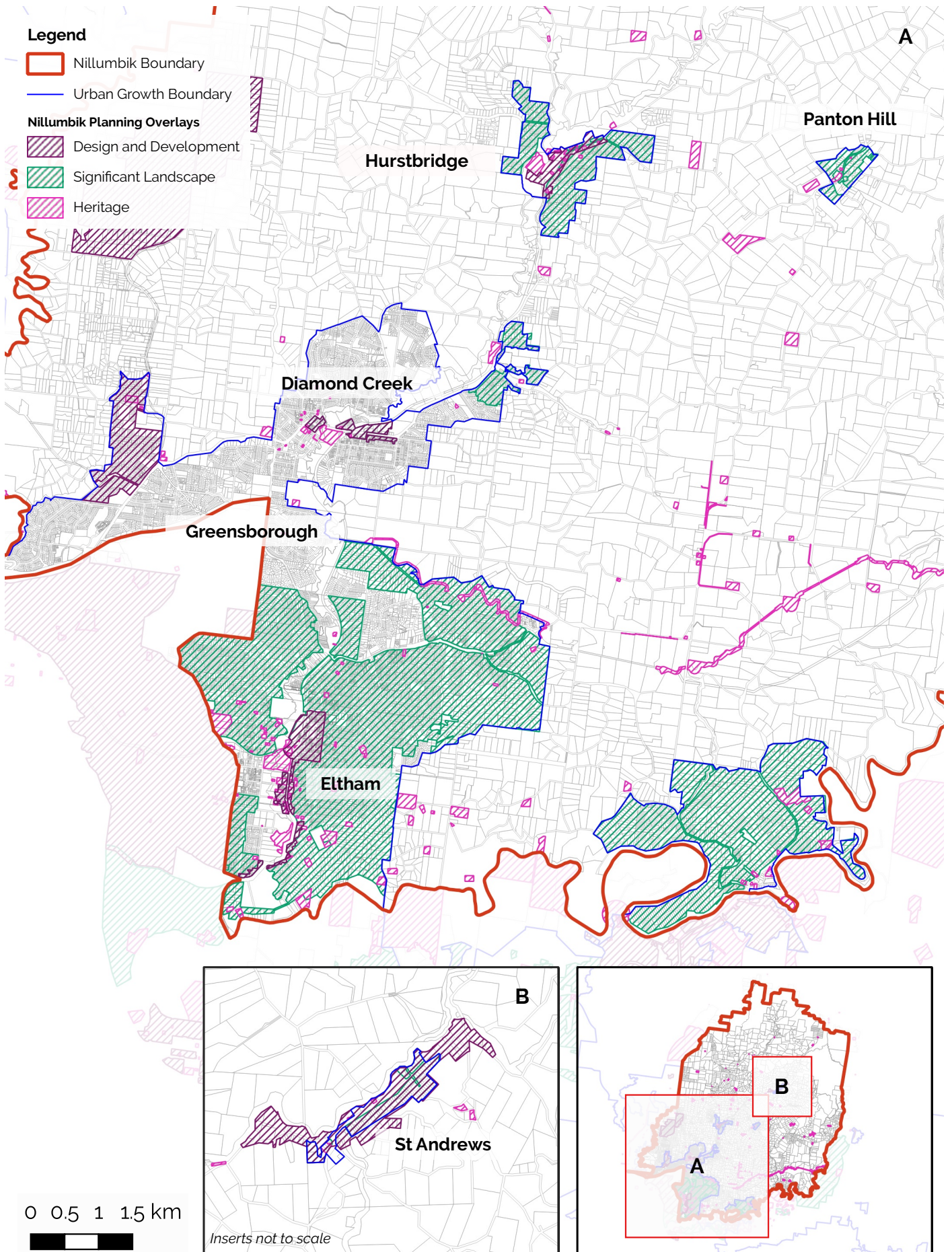


Figure 16: Heritage Overlay, Design and Development Overlay, and Significant Landscape Overlay

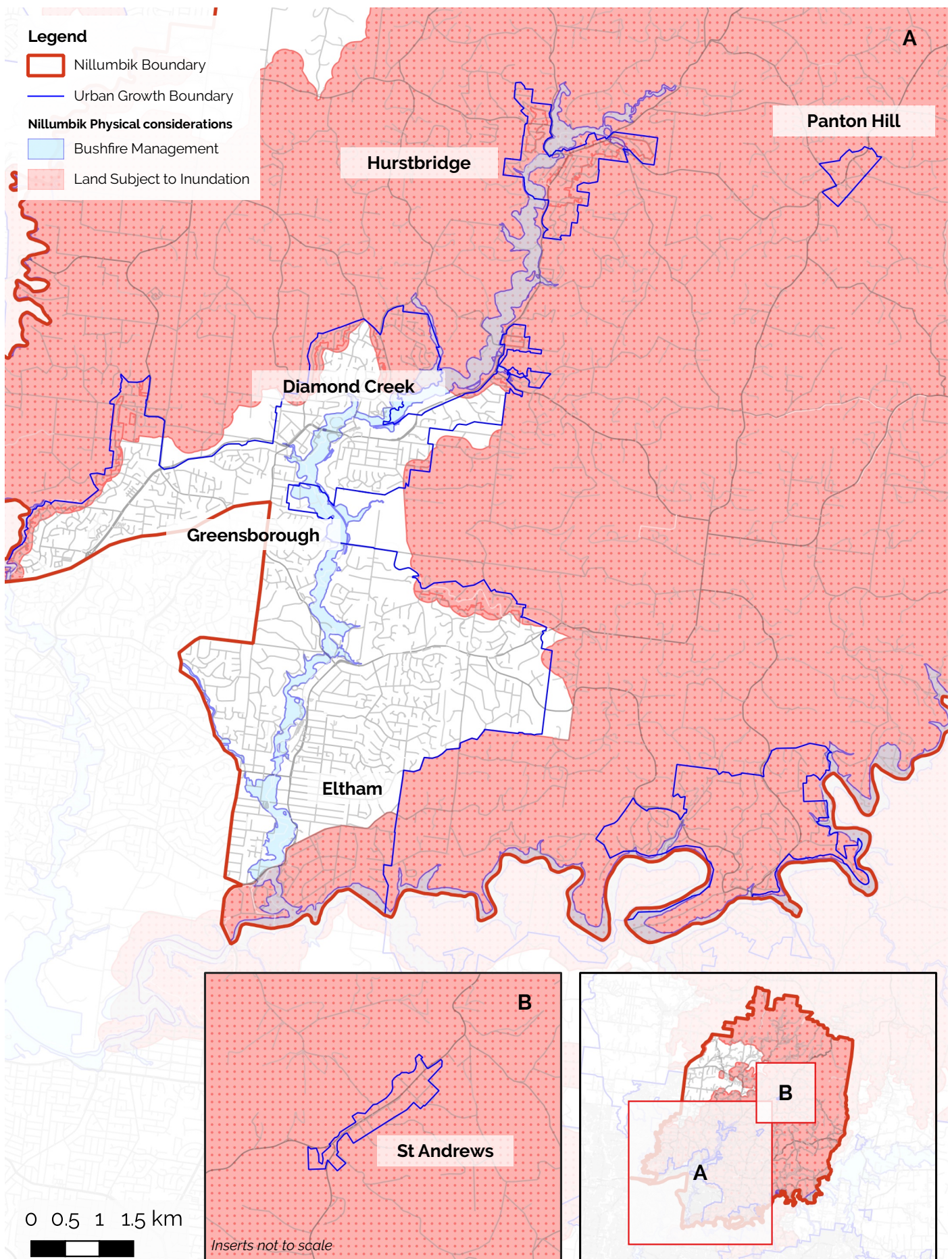


Figure 17. Physical considerations [LSIO, Bushfire Management Overlay]

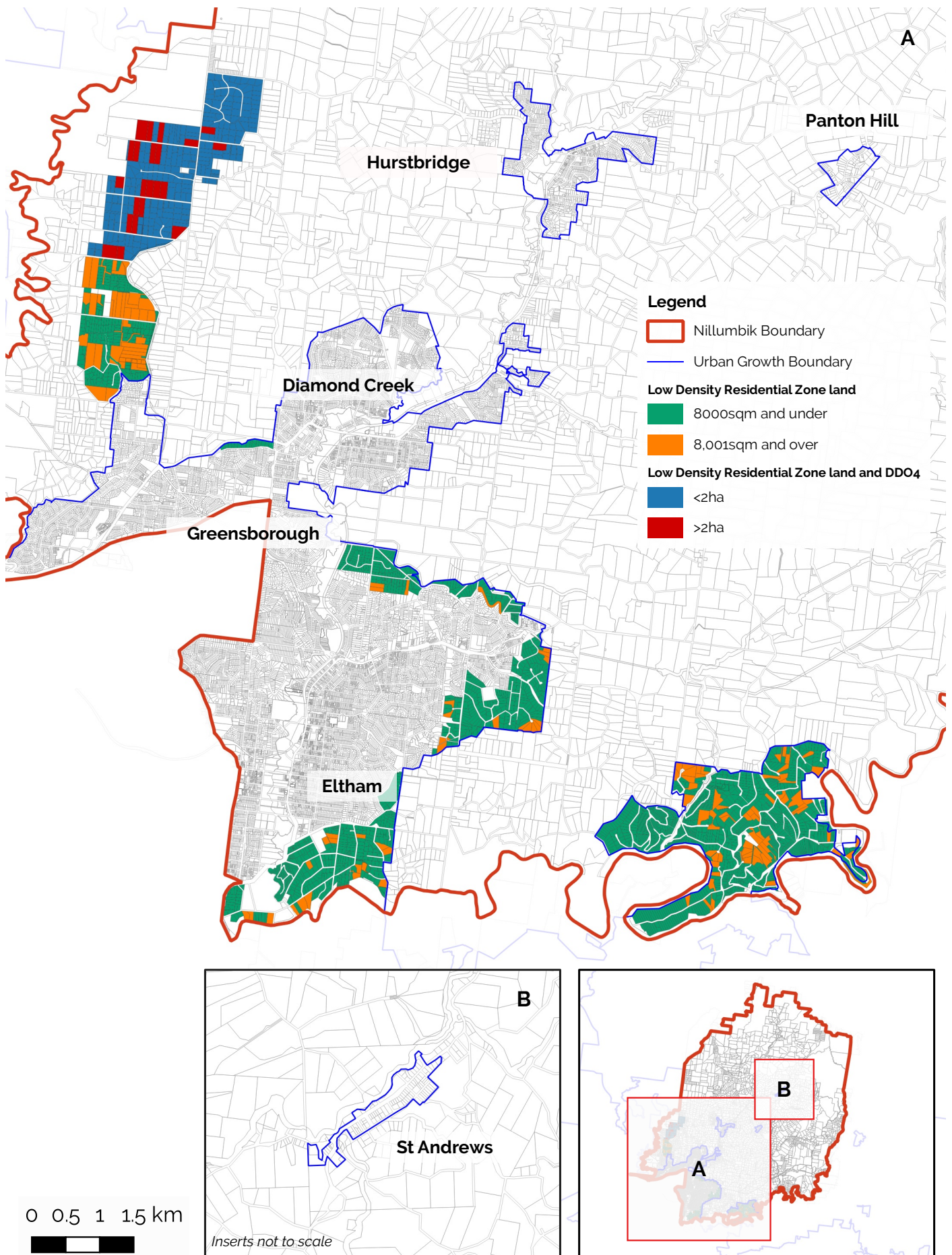


Figure 18: Low Density Residential Zoned land

6.2 Housing change areas

Planning Practice Note 90 (Planning for Housing) identifies three categories of housing change, being **Minimal Change, Incremental Change and Substantial Change Areas** (refer to Figure 19). These categories form the basis for the housing change classifications for Nillumbik's Housing Framework Plan (refer to Figures 20 to 23). Four types of incremental change areas have been identified for the Nillumbik context to reflect the unique characteristics of the Shire.

The six housing change areas for Nillumbik are as follows:

- The **Substantial Change Area** within the Eltham and Diamond Creek Major Activity Centres.
- The **Incremental Change Area** between the substantial change areas within activity centres and the Limited Incremental Change and Minimal Change Areas. These areas are generally in locations where the existing Medium Density Housing Policy applies, with some modifications in relation to the criteria listed in Section 6.1 of this Strategy.
- The **Limited Incremental Change Area** for residential land within the urban area that does not have identified constraints.
- The **Limited Incremental Change Area (Rural 1)** for land within the walkable catchment of the Hurstbridge Town Centre and train station where proximity to these services justifies increased housing diversity, but not at the same scale that would be expected in the incremental change locations within Nillumbik's urban areas.
- The **Limited Incremental Change Area (Rural 2)** for land in the smaller rural townships where, pending the provision of reticulated services, there is justification for increased housing diversity, but not at the same scale that would be expected in any other incremental change areas.
- The **Minimal Change Area** for land subject to certain identified planning constraints.

As the mapped attributes (e.g. walkable catchments) often cut through the middle of streets or lots, the following approach has been taken to determining whether to include or exclude land from a given change area:

- A logical inclusion and exclusion approach has been taken to the identification of the area boundaries. All lots are located entirely within one or another change area rather than having split classifications.
- Cul-de-sacs are generally included in one change area (aside from some lots at the connecting street which face away from the cul-de-sac). If a cul-de-sac connects to a street that does not meet the locational criteria, the cul-de-sac has been excluded.
- Major boundaries like creeks and roads have been selected where these present logical boundaries.



Figure 19. Excerpt from Planning Practice Note 90 (Planning for Housing) explaining housing change areas

Substantial Change Area

Substantial Change Areas are where housing intensification will occur that results in a substantially different scale and intensity of housing compared to other areas of a municipality. This may include areas in and around activity centres, along public transport corridors and strategic development areas.

They are areas that:

- Are close to jobs, services, facilities or public transport and can facilitate housing growth that takes advantage of their proximity to these facilities.
- Make the most of strategic development areas or opportunity sites that either exist or are identified from time to time
- Promote housing diversity
- Result in a new built form and neighbourhood character

The following locations within Nillumbik have been identified as meeting the above criteria:

- Sites within the Eltham and Diamond Creek Major Activity Centres

In Nillumbik the Substantial Change Area is located in the Eltham and Diamond Creek Major Activity Centres.

Preferred built form outcomes: Townhouses, villa units, terraced houses and low rise apartments three to 5 storeys in height.

Applied zone: Activity Centre Zone

Incremental Change Area

The Incremental Change Area is located between the Substantial Change Areas within activity centres and the Limited Incremental and Minimal Change Areas. The area applies a spatial approach to the existing Medium Density Dwelling Policy in the planning scheme, augmented with other planning and social policy considerations (refer to Section 6.1). It seeks to provide a transition from the substantial change areas by providing a mix of medium and conventional density dwellings.

In other municipalities it is likely that areas around activity centres would be classified as substantial change areas. However substantial change is only being sought within the activity centres themselves in Nillumbik, so the term incremental change is more appropriate for the areas around the centres. These areas will see housing intensification, but not at a scale that would be considered substantial.

The following locations within Nillumbik have been identified as meeting the above criteria:

- 400m walkable catchments from activity centres where open space and community facilities and services are located (this reflects the existing Medium Density Housing Policy at Clause 22.01 of the planning scheme).
- 10 minutes walkable catchments from train stations (800m) and 5 minutes walkable catchments from Smart Bus stops (400m).

In Nillumbik the Incremental Change Area is located around the Eltham and Diamond Creek Major Activity Centres. This includes some land in the Significant Landscape Overlay Schedules 2, 3 and 4 but where Council's social planning goals seek greater housing diversity.

Preferred built form outcomes: A mix of detached dwellings, dual occupancies, townhouses, villa units and terraced houses where these are consistent with neighbourhood character objectives.

Applied zones: General Residential Zone, Neighbourhood Residential Zone and Mixed Use Zone

Limited Incremental Change Area

Planning Practice Note 90 (Planning for Housing) notes that Incremental Change Areas are areas where housing growth can occur within the context of existing or preferred neighbourhood character.

They are areas:

- Which have capacity for housing growth and more diverse types of housing
- Where new development should respect existing valued neighbourhood character attributes
- Where existing neighbourhood character will evolve and change over time with reference to the key identified neighbourhood attributes

The following locations within Nillumbik have been identified as meeting the above criteria:

- Land within the Urban Growth Boundary that is not covered with a Significant Landscape Overlay, Bushfire Management Overlay or Design and Development Overlay.

In Nillumbik, the Limited Incremental Change Area is generally located around Diamond Creek, Greensborough and parts of Eltham. The term “limited” is included in the classification description to indicate that the level of change will be less than what will be found in the Incremental Change Area located in the transitional areas around the Eltham and Diamond Creek Major Activity Centres.

Preferred built form outcomes: Predominantly detached dwellings with limited dual occupancies, townhouses and villa units where these are consistent with neighbourhood character objectives.

Applied zone: General Residential Zone

Limited Incremental Change Area (Rural 1)

The Limited Incremental Change Area (Rural 1) applies the same criteria as the Limited Incremental Change Area, i.e. where there is some capacity for more diverse housing where this respects the existing character, but reflects the rural township setting in the built form outcomes that are sought. There are also no identified infrastructure constraints to development occurring.

The following locations within Nillumbik's rural townships have been identified as meeting the Limited Incremental Change Area (Rural 1) criteria:

- Sites within 400m of the Hurstbridge Neighbourhood Activity Centre boundary
- Sites within 800m of Hurstbridge train station
- Townships where previous strategic planning work and Council's current social planning policies seek for some more diverse housing options

The rural township character of these locations means that any new housing will need to be carefully designed so as to fit with their surroundings. If the housing is to be aimed at older residents, consideration should be given to single level dwellings and groups of independent units with some shared facilities (refer to Section 7.2 for further details).

It is recognised that Hurstbridge is affected by the Bushfire Management Overlay and Significant Landscape Overlay. However, Council's social planning policies seek to provide some more diverse housing options in the township (refer to Section 2.2).

In Nillumbik the Limited Incremental Change Area (Rural 1) is located around the Hurstbridge town centre.

Preferred built form outcomes: Detached dwellings with limited dual occupancies, townhouses and villa units where these are consistent with neighbourhood character objectives.

Applied zone: Township Zone

Limited Incremental Change Area (Rural 2)

Limited Incremental Change Area (Rural 2) applies the same criteria as the Limited Incremental Change Area, i.e. where there is some capacity for more diverse housing where this respects the existing character, but reflects the rural township setting in the built form outcomes that are sought. Due to a lack of reticulated sewerage services in these areas, it is recognised that any housing growth may be contingent on the provision of these services, which may not occur for some time.

The following locations within Nillumbik's rural townships have been identified as meeting the Limited Incremental Change Area (Rural 2) criteria:

- Smaller townships with community, education and open space facilities but without a railway station (St Andrews and Panton Hill)
- Townships where previous strategic planning work and Council's current social planning policies seek for some more diverse housing options

The rural township character of these locations means that any new housing will need to be carefully designed so as to fit with their surroundings. If the housing is to be aimed at older residents, consideration should be given to single level dwellings and groups of independent units with some shared facilities (refer to Section 7.2 for further details).

It is recognised that St Andrews and Panton Hill are affected by the Bushfire Management Overlay and Significant Landscape Overlay. However, Council's social planning policies seek to provide some more diverse housing options in these locations (refer to Section 2.2).

In Nillumbik the Limited Incremental Change Area (Rural 2) is located in the St Andrews and Panton Hill townships.

Preferred built form outcomes: Detached dwellings with limited and preferably single storey dual occupancies, townhouses and villa units where these are consistent with neighbourhood character objectives.

Applied zone: Township Zone

Minimal Change Area

Planning Practice Note 90 (Planning for Housing) identifies that Minimal Change Areas:

- have special characteristics that distinguish them from other parts of the municipality or surrounding area
- have special neighbourhood, heritage, environmental, or landscape characteristics identified in the planning scheme
- tend to have overlays that reflect neighbourhood, heritage, environmental or landscape characteristics or other physical constraints which may impact their capacity for change.

The following locations within Nillumbik have been identified as meeting the above criteria:

- Areas affected by the Bushfire Management Overlay. While the overlay allows for some building activity, it is a constraint for urban intensification.
- Areas affected by Significant Landscape Overlay Schedules 2, 3 and 4 where particular Neighbourhood Character outcomes are sought, unless the land is within walking distance of activity centres or train stations and where Council's social planning goals seek greater housing diversity.
- Areas affected by Design and Development Overlay Schedule 2, which applies to the Yarrambat and Yarrambat Extension Area and encourages the development of larger rural residential lots.
- Areas affected by Design and Development Overlay Schedule 3, which applies to the Plenty Residential area and encourages the development of lots between 1,000sqm and 2,000sqm.
- Residential lots within the Urban Growth Boundary that do not have access to reticulated sewage services.
- Land within the Low Density Residential Zone.

In Nillumbik the Minimal Change Areas are generally located around Eltham, Research, Warrandyte, Plenty, Yarrambat, Wattle-Glen, outer parts of Diamond Creek that do not have access to reticulated sewage services, and the outer parts of Hurstbridge and Diamond Creek.

Preferred built form outcomes: Low density detached dwellings with some occasional dual occupancies where these are consistent with neighbourhood character objectives. Larger sites might accommodate additional dwellings where this is consistent with surrounding patterns of development.

Applied zones: Low Density Residential Zone, Neighbourhood Residential Zone and Township Zone

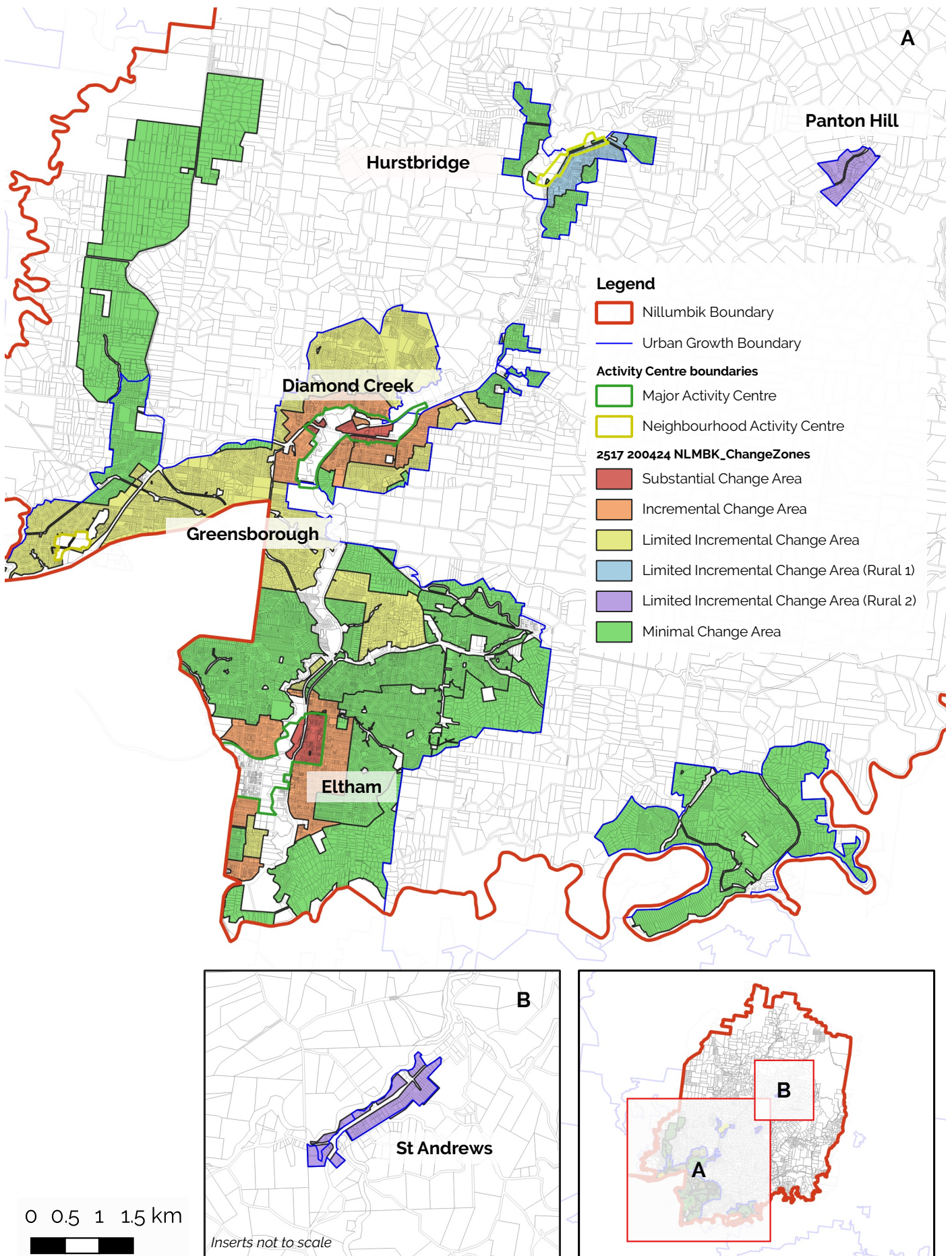


Figure 20. Housing Framework Plan Map

Table 10. Change areas and potential dwelling typologies (to be further refined following future review of the Neighbourhood Character Study)

Density	Housing typology	Minimal Change Area	Limited Incremental Change Areas (Rural 1 and 2)	Limited Incremental Change Area	Incremental Change Area	Substantial change area
Low density	Detached houses  	✓ (predominant)	✓ (predominant)	✓ (predominant)	✓	x
Medium density	Dual occupancy and duplexes  	✓ (occasional)	✓ (occasional in Rural 2)	✓	✓	✓
	Villa units and townhouses  	x	✓ (occasional in Rural 2)	✓	✓	✓
	Terraced houses  	x	x	x	✓	✓
	Low-rise apartments  	x	x	x	x	✓
High density	Medium-rise apartments  	x	x	x	x	x
	High-rise apartments  	x	x	x	x	x

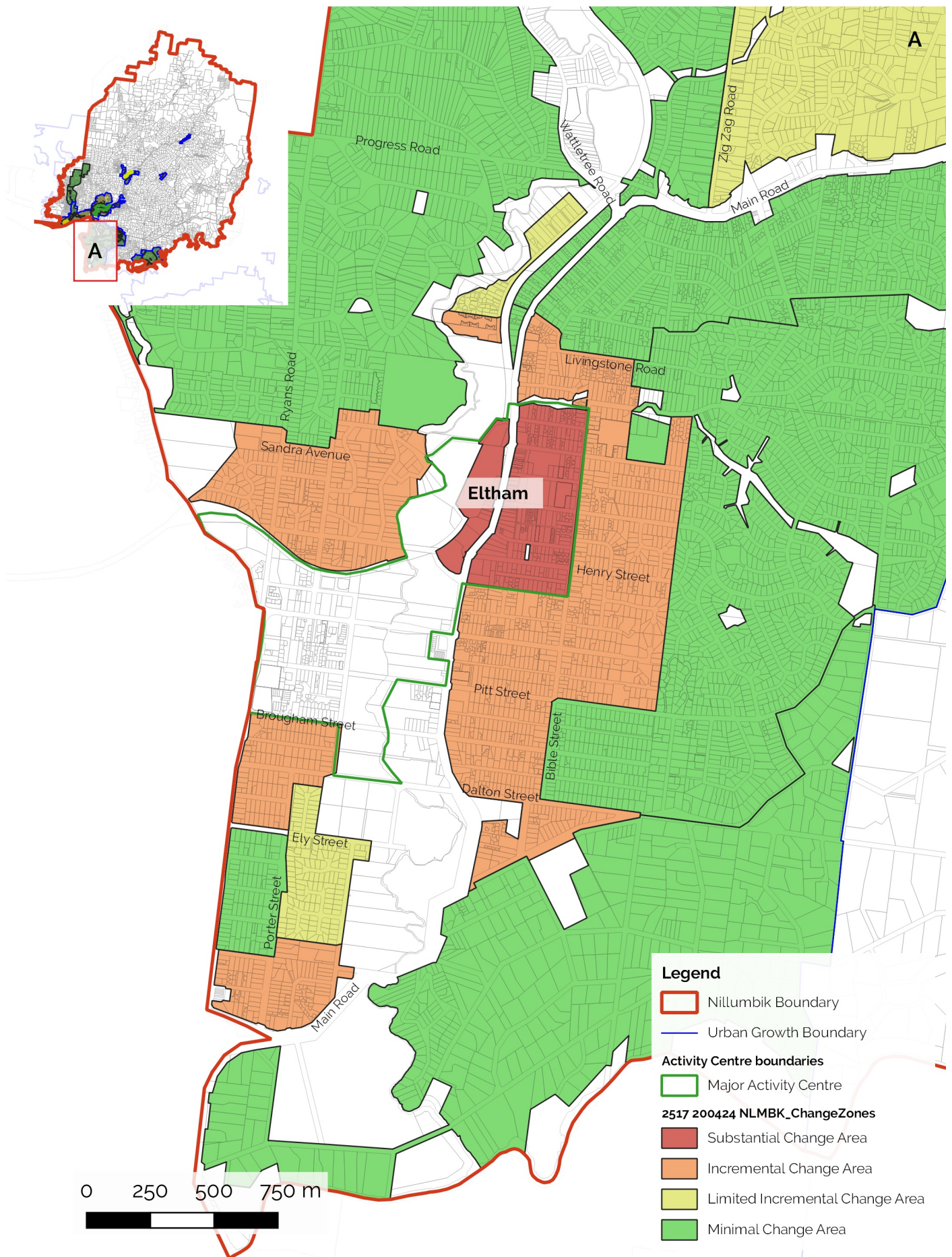


Figure 21. Eltham Housing Framework Plan Map

Eltham

The housing approach for Eltham is for the Substantial Change Area to be limited to within the activity centre boundaries, with a transition of a mix of medium and conventional density housing around the activity centre, train station and smart bus stops in the Incremental Change Area. Properties which are subject to identified planning constraints will be subject to Minimal Change, and the remaining properties which are not subject to identified planning constraints are within the Limited Incremental Change Area.

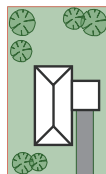
What type of built form is envisaged for each housing change area?

Substantial Change Area = Townhouses, villa units, terraced houses and low rise apartments 3 to 5 storeys in height

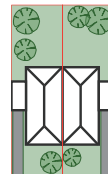
Incremental Change Area = A mix of detached dwellings, dual occupancies, townhouses, villa units and terraced houses where these are consistent with neighbourhood character objectives

Limited Incremental Change Area = Predominantly detached dwellings with limited dual occupancies, townhouses and villa units where these are consistent with neighbourhood character objectives

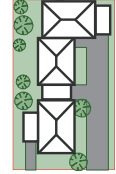
Minimal Change Area = Predominantly detached houses, occasional dual occupancies/duplexes where these are consistent with neighbourhood character objectives



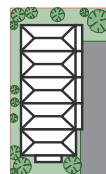
Detached dwellings



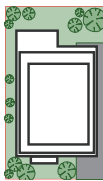
Dual occupancies



Townhouses and villa units



Terraced houses



Low rise apartments

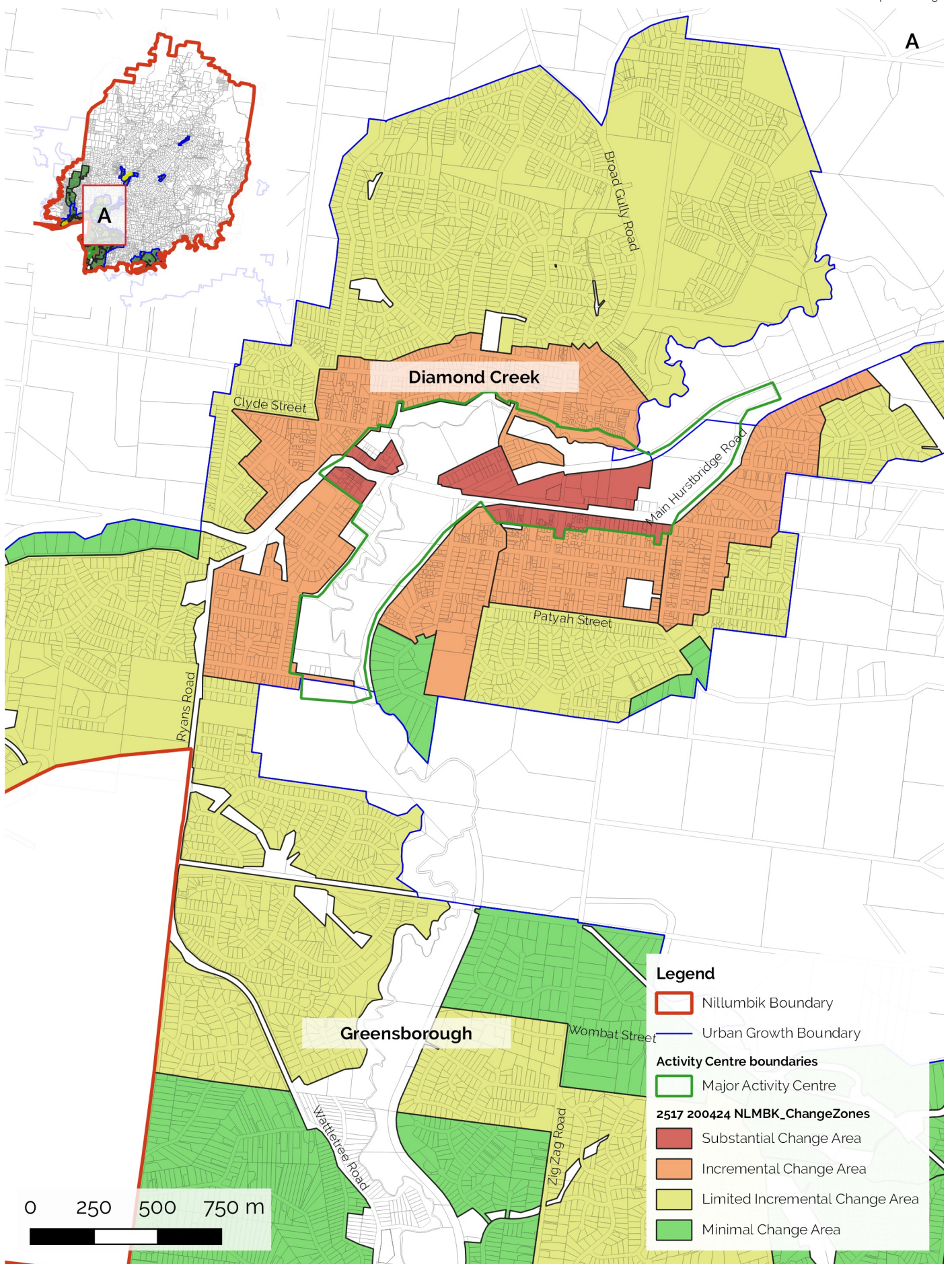


Figure 22. Diamond Creek and Greensborough Housing Framework Plan Map

Diamond Creek

The housing approach for Diamond Creek for the Substantial Change Area to be limited to within the activity centre boundaries, with a transition of a mix of medium and conventional density housing around the activity centre, train station and smart bus stops in the Incremental Change Area. Properties which are subject to identified planning constraints will be subject to Minimal Change, and the remaining properties which are not subject to identified planning constraints are within the Limited Incremental Change Area.

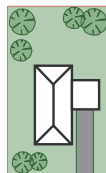
What type of built form is envisaged for each housing change area?

Substantial Change Area = Townhouses, villa units, terraced houses and low rise apartments 3 to 5 storeys in height

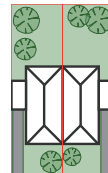
Incremental Change Area = A mix of detached dwellings, dual occupancies, townhouses, villa units and terraced houses where these are consistent with neighbourhood character objectives

Limited Incremental Change Area = Predominantly detached dwellings limited dual occupancies, townhouses and villa units where these are consistent with neighbourhood character objectives

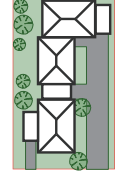
Minimal Change Area = Predominantly detached houses, occasional dual occupancies/duplexes where these are consistent with neighbourhood character objectives



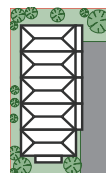
Detached dwellings



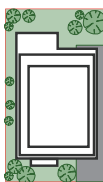
Dual occupancies



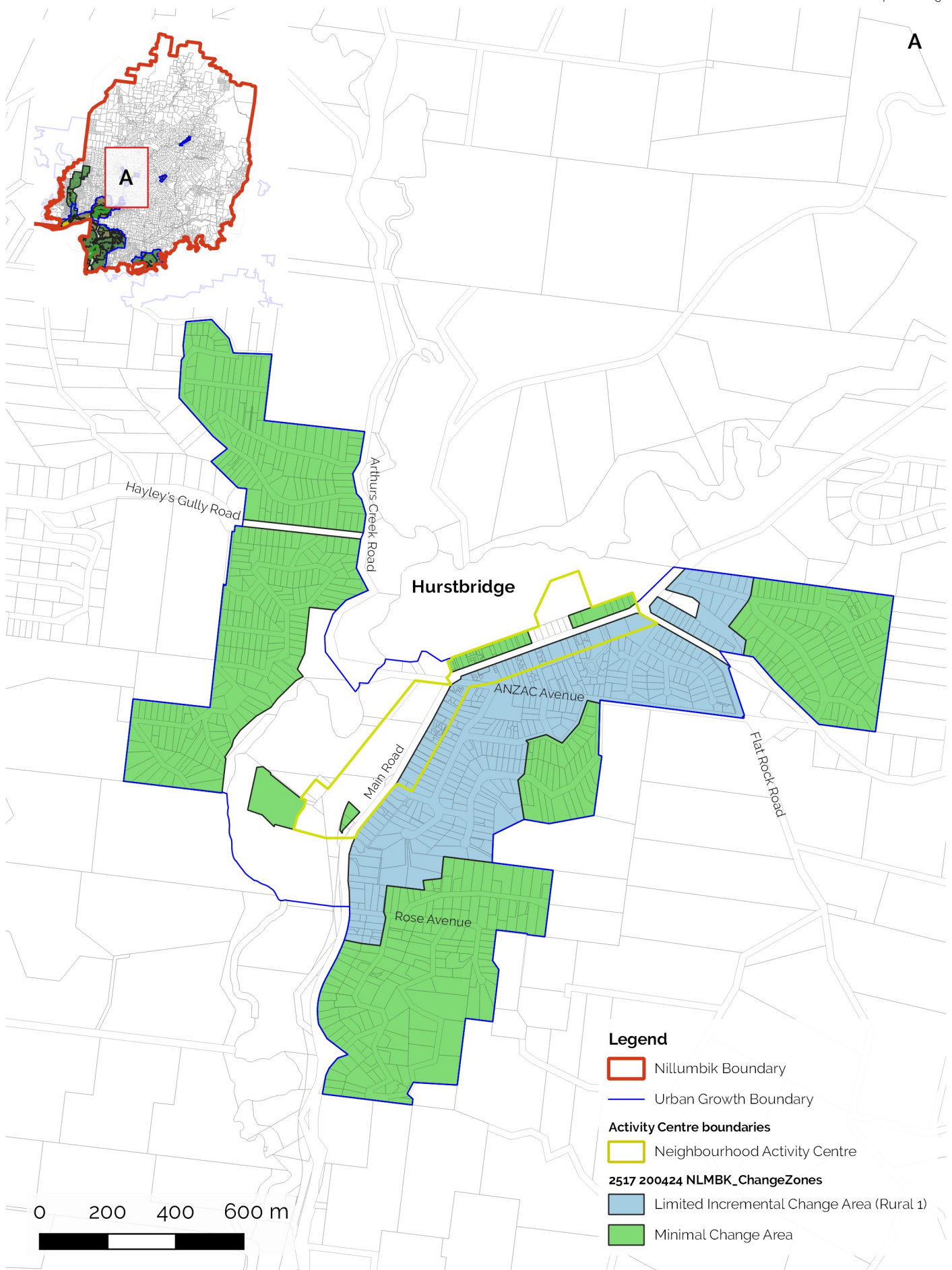
Townhouses and villa units



Terraced houses



Low rise apartments



Legend

- Nillumbik Boundary
- Urban Growth Boundary
- Activity Centre boundaries**
- Neighbourhood Activity Centre
- 2517 200424 NLMBK_ChangeZones**
- Limited Incremental Change Area (Rural 1)
- Minimal Change Area

Figure 23. Hurstbridge Housing Framework Plan Map

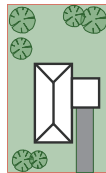
Hurstbridge

The housing approach for Hurstbridge is to provide some greater diversity around the town centre and train stop in the Limited Incremental Change Area (Rural 1) to meet social planning policies regarding housing choices. Properties outside the walkable catchments for these features will be subject to Minimal Change.

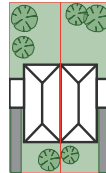
What type of built form is envisaged for each housing change area?

Limited Incremental Change Area (Rural 1) = Detached dwellings with limited dual occupancies, townhouses and villa units where these are consistent with neighbourhood character objectives.

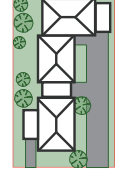
Minimal Change Area = Predominantly detached houses, occasional dual occupancies/duplexes where these are consistent with neighbourhood character objectives



Detached dwellings



Dual occupancies



Townhouses and villa units

6.3 Theoretical housing capacity

It is important to understand whether the Housing Framework Plan can deliver the dwellings needed to meet the population and dwelling projections. The theoretical housing capacity has been calculated by identifying typical development outcomes for sites outside the major activity centres, and using dwelling capacity calculations from consultants involved with the preparation of the updated structure plans. Appendix 2 sets out the details of the methodology used, with the key steps being as follows:

1. Identify the demand for dwellings over the next 15 years using the State government’s estimate
2. Identify the theoretical housing capacity if every developable site was to be developed
3. Identify the likely number of dwellings that will be constructed within 15 years

The capacity is theoretical as assumptions have had to be made about average development yields, as it is not possible to undertake a site-by-site analysis of physical constraints.

The theoretical development capacity is calculated on 100% of the developable (i.e. larger) lots being developed. **This would not occur by 2036, as the dwelling demand does not require this to occur, nor would many landowners being interested in doing so.** Having a high theoretical capacity is a positive outcome as it means there is no need to develop every site within a change area to achieve the future housing outcomes. The development of sites will instead be guided by the planning policies and controls. The Housing Framework seeks to concentrate development in and around the activity centres (i.e. within the Substantial Change Area and Incremental Change Area) with modest growth elsewhere.

The theoretical number of dwellings that would be constructed within each change area to 2036 has been estimated as follows:

- In the Substantial Change Area (i.e. within the Eltham and Diamond Creek major activity centres) where Council is encouraging housing development to be focused, 50% of the development opportunities will be realised
- In the Incremental Change Area (i.e. the transition area around the Eltham and Diamond Creek major activity centres) where Council is encouraging more variety in the type and density of housing, 50% of the development opportunities on the developable sites (i.e. the larger sites) will be realised
- In the Limited Incremental Change Areas and the Minimal Change Area, 25% of the development opportunities on larger sites will be realised

As per Table 10 below, the theoretical housing capacity for Nillumbik is well in excess of the 4,193 dwellings identified as being needed by 2036, and based on the assumptions about the likely development rates, will provide the estimated number of dwellings needed.

Table 11. Theoretical housing capacity

Change Area	Theoretical housing capacity	Theoretical % constructed to 2036	Theoretical # of dwellings constructed to 2036	VIF estimate of dwellings needed	Difference
Substantial Change Area	1,289	50%	644		
Incremental Change Area	2,861	50%	1,430		
Limited Incremental Change Area	5,027	25%	1,256		
Limited Incremental Change Area (Rural 1)	219	25%	54		
Limited Incremental Change Area (Rural 2)	562	25%	140		
Minimal Change Area	2,814	25%	703		
TOTAL	12,772		4,227	4,193	+34

7.

Policies and actions

7.1 Housing opportunities and needs

The preceding chapters have identified the future housing needs for the Shire, and the opportunities that exist to accommodate that growth in different locations, having regard to factors such as access to transport and services, physical constraints, and the need to protect environmental, landscape values and neighbourhood character.

As the municipality with the lowest forecast population growth of any LGA in Melbourne, Nillumbik's main challenge is not to provide large numbers of housing to meet external housing demands, but rather provide more diverse and well located housing for an ageing community and for households that face affordability and access challenges.

Detached dwellings will remain the predominant form of housing in Nillumbik, and there will be strong local demand for various forms of other styles of housing including dual occupancies, townhouses and villa units, primarily focused in and around the activity centres (refer to the Housing Framework Plan at Figure 19). The major activity centres will also provide some terraced housing and low rise apartments.

Many in the community have expressed a strong desire to continue living in detached dwellings as long as possible. To ensure that there are opportunities for those that want to downsize, as well as provide options for households such as key workers (nurses, aged care workers, teachers) that cannot afford a large detached house in Nillumbik, the Housing Strategy seeks to provide some more dwelling diversity.

The areas for housing change that will contribute to diversifying housing reflect what is currently sought in the planning scheme as follows:

- Substantial Change Areas within Eltham and Diamond Creek Major Activity Centre where medium density dwellings up to low rise apartments (in certain activity centre precincts), terraced houses, townhouses, villa units, and dual occupancies are encouraged.
- Incremental Change Areas around these Major Activity Centres that can take advantage of the access to public transport, amenities and services where terraced houses, townhouses, villa units, and dual occupancies are encouraged.
- Limited Incremental Change Areas where there are some opportunities for change due to a lack of the values or constraints found in the minimal change areas. Detached houses will be predominant with some dual

occupancies, villa units and townhouses.

- Limited Incremental Change Areas (Rural 1 and 2) where some limited opportunities for diversifying housing exists, which should preferably be single storey dual occupancies, villa units or townhouses.
- Minimal Change Areas where there are values or constraints that require particular consideration, and where detached dwellings will continue to be predominant with some occasional dual occupancies.

The future update to the Neighbourhood Character Study will assist in refining and supporting the proposed application of these potential dwelling typologies.

Given Nillumbik's peri-urban location, much of the residential land directly adjoins rural land located outside the Urban Growth Boundary. There are a number of ways that the interfaces between residential and rural land uses can be treated to avoid a "hard edge" of built form on the boundary. The existing developments already use some of these, such as placing roads and/or parks between the uses, or providing landscaped setbacks. Given that there are almost no greenfield development opportunities left, the placement of roads and parks is unlikely to be a relevant consideration for future development, but landscaped setbacks could be sought, along with encouraging low density built form and discouraging medium density housing at the rural interface.

Low-rise apartments are still a very new typology in the Nillumbik context. Council could commission a survey of apartment dwellers and investors to see who is living in them and why, to ensure that planning policies are encouraging the right kinds of these. For example, Manningham Council conducted a survey of apartment owners and investors as part of the preparation of the Manningham Residential Strategy 2012.

Various types of low density rural-residential style housing opportunities have long been provided for in Nillumbik. The capacity for additional subdivision to occur on these lots is limited around Eltham and Warrandyte, but there are some larger lots in Yarrambat that could potentially be subdivided further. Figure 19 depicts the Low Density Residential Zoned lots under twice the minimum lot areas (8,000sqm (i.e. 2 x 4,000sqm) and 2ha in Yarrambat (i.e. 2 x 1ha)) where there is no capacity to subdivide, and the lots above this size that may have subdivision potential.

In order to ensure the housing change areas identified in Chapter 6 are accurate and reflect neighbourhood character considerations, this draft Strategy may need to be refined following the future review of the Neighbourhood Character Study.

New housing in Nillumbik will also need to be supported by improvements to transport infrastructure. The State government's planned duplication of the rail line to Hurstbridge will improve the frequency and capacity of this service. The draft Diamond Creek Structure Plan also includes strategies to advocate for the removal of the level crossing to improve traffic and pedestrian flows. The Housing Strategy does not duplicate these recommendations, but recognises that these transport improvements would have positive impacts in regards to encouraging housing development in and around the Hurstbridge activity centre.

Policies:

- Maintain Nillumbik's low rise character by limiting growth to medium density dwelling typologies only
- Encourage a greater diversity of housing options including one and two bedroom dwellings, some of which should be accessible and affordable
- Provide for substantial housing change in activity centres where medium density housing or mixed use outcomes are sought
- Provide for incremental housing change around activity centres where there is walkable access to the centres and public transport services
- Provide for limited incremental change in Hurstbridge around the town centre, St Andrew and Panton Hill to increase housing diversity
- Provide for limited incremental housing change in urban areas on land with no particular constraints
- Provide for minimal housing change where there are identified values or constraints that require consideration
- Encourage the development of sites in the Eltham and Diamond Creek Activity Centres to include residential development where those precincts allow for it
- Avoid medium density development on the interface with the Urban Growth Boundary
- Require residential sites that adjoin the Urban Growth Boundary to provide landscaped setbacks at the interface

Actions:

- Undertake a survey of apartment dwellers and owners to investigate who is choosing to live in these

Refer to Section 7.5 for actions relating to updating the planning scheme

7.2 Housing for older residents

Nillumbik has an ageing community, so providing housing choices for its older residents is a key tenet of the Housing Strategy. As is discussed in Section 4.1, ageing households will have differing needs depending on their financial and health considerations, and range of options should be provided. This could include:

- Assistance for residents to remain in their homes to age in place.
- Creation of smaller dwellings for downsizers to enable existing residents to stay in their present suburbs so that they can maintain their social networks.
- Creation of independent units with some shared facilities (co-housing). This could be a potential solution for the rural townships that need some more diverse housing options for older residents and single-storey built form to blend with surrounding development.
- Secondary units (dependent persons units¹ or perhaps “tiny houses”) on existing lots (refer to Section 7.3).
- Retirement villages and residential aged care facilities, preferably with a mix of service levels available so that people can remain on the site while transitioning to higher levels of care if needed.

Whilst there is a demand for additional aged care in Nillumbik, there are few potential locations that are large enough to accommodate such developments. There may be some opportunities for multi-level retirement villages or residential aged care facilities within the Eltham and Diamond Creek Activity Centres, but this type of development may not provide the type of housing options some residents seek (such as independent villa units with a small garden).

The Estia Health Wattle Glen facility provides an example of an aged care facility in a bush setting. This is located on the edge of Wattle Glen in the Rural Conservation Zone. However state policy seeks for aged care facilities to be located in close proximity to urban areas to enable residents to access the amenities and services within these such as parks, healthcare, activity centres and public transport (refer to Clause 16.01-7S of the planning scheme).

There may be some Low Density Residential Zoned land that could be developed to provide housing for older persons, although the larger lots tend to be in Yarrambat which is more remote from the activity centres and other services. Retirement villages and residential aged care facilities are Section 2 permit-required uses under the Low Density Residential Zone. Given the shortage of alternative locations for such uses in the municipality, Council could consider supporting proposals within this zone that:

- Provide some on-site services and facilities and a regular transport service to an activity centre
- Address landscape and visual impacts, especially in regards to vegetation retention and landscaping, and minimises any amenity impacts on neighbours

Refer also to the discussion of Supported Residential Services in Section 7.3.

¹ Dependent persons units are often referred to as “granny flats”

Policies:

- Provide a wide range of housing options for aged residents, including a range of dwelling sizes, price points and service levels
- Support aged residents to remain in their homes
- Ensure that retirement villages and residential aged care facilities are located in residential areas, activity centres and strategic development sites, close to services and public transport, including the following locations:
 - Inside or within walking distance of the Eltham and Diamond Creek Activity Centres.
 - On larger lots (including consolidated lots) within established residential areas
- Allow the consideration of aged care facilities within the urban fringes where these provide on-site services and transport links to activity centres

Actions:

- Support aged residents to remain in own homes by providing information, advocacy and support to navigate the aged care service system
- Assist developers of retirement village and residential aged care facilities to consolidate land parcels with good access to activity centres

7.3 Affordable, accessible, and inclusive housing

Affordable housing

Ensuring that all residents can access housing that is appropriate to their needs and financial situation is an important planning outcome to achieve in Nillumbik. In the last couple of years, the State government has applied focus to this housing issue, being with a clearer definition of what affordable housing is in the Victorian context. “Homes for Victorians” provides a definition of affordable housing as:

“housing that is appropriate for the needs of a range of very low to moderate income households, and priced (whether mortgage repayments or rent) so these households are able to meet their other essential basic living costs”.

The government has also set a definition in the Planning and Environment Act that refers to specific income ranges for these households. Nillumbik’s housing is more expensive than the Metropolitan Melbourne average, with median house prices in July to September 2018 ranging from \$720,000 in Hurstbridge to \$1,001,000 in Eltham North. To provide dwelling options for people on the income ranges specified by the State government, dwellings for one person households would need to be at or below \$420,000, and at or below \$600,000 for couple households in order to be considered affordable purchases.

Nillumbik does not have extensive areas of land or large urban renewal sites that will be developed for new housing developments or any land that will be rezoned for residential purposes and so its ability to negotiate for the delivery of affordable housing contributions is limited. Generally such contributions can only be justified where additional development capacity is provided for and some of that additional value can be captured. This occurs via planning scheme amendments (rezonings and/or reviews to built form controls) or by allowing developments to exceed preferred height limits, the latter of which would not be appropriate in Nillumbik’s low-rise character. Whilst the quantum of affordable housing contributions that can be sought in this way will be modest in Nillumbik, Council will seek voluntary contributions where it can on larger developments (noting that the State government is currently investigating planning mechanisms for the delivery of affordable housing across metropolitan Melbourne).

The main planning tools available to Council for supporting the delivery of affordable housing include the following;

- Facilitating the development of a range of smaller more affordable dwellings, which the Housing Framework Plan provides for.
- Investigating the feasibility of allowing for secondary units (such as dependent persons units or ‘tiny houses’¹) on urban properties to enable intergenerational living.
- Working with registered housing associations to increase the number of social housing units in Nillumbik.
- Providing streamlined planning approvals for the delivery of social housing by registered housing associations.
- Requiring the inclusion of affordable housing in any development rights it offers on Council land.

¹ Tiny houses on wheels (THOWs) are usually not classified as buildings if they meet the VicRoads requirements in regards to size and weight

Policies:

- Support the delivery of affordable housing within walking distance of Nillumbik's activity centres, established residential areas and townships
- Seek affordable housing contributions on a voluntary basis where land is rezoned for residential use
- Include a requirement for 10% of dwellings to be affordable housing on any Council land that Council offers residential development rights on, with the units to be transferred to a registered housing association
- Reduce costs for affordable housing tenants and associations

Actions:

- Promote medium density housing in and to a lesser extent around activity centres to provide affordable housing choices
- Undertake a pilot project by providing development rights on Council land with an agreement that requires affordable housing to be included
- Undertake a review of surplus Council assets to identify whether there is any land that could be made available to registered housing associations for the development of affordable housing
- Provide rates discounts, deferrals and waivers to low income households and registered housing associations
- Provide streamlined planning approvals processes for registered housing associations
- Work with DHHS (including considering joint ventures) to renew social housing unit in Nillumbik and where feasible increase the number of dwellings
- Determine a Council position on whether and how planning provisions could be improved to facilitate small secondary dwellings (e.g. dependent persons units for the aged) and advocate to the State government on this position
- Determine a Council position on whether the Council bylaws should allow for tiny houses on wheels (THOWs) to be permanently occupied in backyards

Accessible and inclusive housing

Accessible and inclusive housing refers to housing that incorporates universal design features. People may require or prefer these features in their homes at any stage of their life due to age, disability, injury, having young children, and having people with these needs visiting them.

The Better Apartment Design Standards (Clause 58 of the Planning Scheme) includes Standard D17 which states that at least 50% of dwellings should have:

- A clear opening width of at least 850mm at the entrance to the dwelling and main bedroom.
- A clear path with a minimum width of 1.2 metres that connects the dwelling entrance to the main bedroom, an adaptable bathroom and the living area.
- A main bedroom with access to an adaptable bathroom.
- At least one adaptable bathroom.

At present there are no policies or requirements in the planning scheme that direct non-apartment developments to include universal design features. However some Councils are starting to require some dwellings within new non-apartment developments to achieve include silver, gold or platinum ratings from Liveable Housing Australia's Design Guidelines.

The National Disability Insurance Scheme also has a new form of Specialist Disability Accommodation (SDA) capital funding which works as follows¹:

SDA funding is intended for participants who require a specialist dwelling that reduces their need for person-to-person supports, or improves the efficiency of the delivery of person-to-person supports. SDA funding will only be provided for participants who meet the eligibility criteria. Participants who meet the eligibility criteria will have an extreme functional impairment and/or very high support needs.

SDA funding can only be paid to a provider that is registered with the NDIA and has an enrolled and compliant dwelling.

As part of this program, an NDIS Specialist Disability Accommodation Design Standard has been developed which includes the following:

SDA should be located on suitable parcels of land that support accessible dwelling and outdoor areas. The site should be in close proximity to public transport and amenity. The NDIS enables participants to choose from a variety of offerings as the SDA market matures, however location and access to amenity will be valued above all as it is in all real estate sectors. (p. 7)

Whilst this program will be of considerable assistance to those that are eligible, the strict NDIS criteria means that it is limited to fewer than 1% of people with disabilities. To this end, providing affordable and accessible accommodation for the vast majority of people with disability will need to focus on specialist accommodation such as Supported Residential Services and dwellings suitable for Supported Independent Living.

Supported Residential Services are private accommodation providers that are registered with the Department of Health and Human Services. They offer a range of accommodation and support services for people requiring assistance with everyday activities. There are just two Supported Residential Services in Nillumbik, Kilara House in Diamond Creek and Eltham Villa in Eltham. These services provide accommodation for people under 65 with disability, as well as providing aged care.

Supported Independent Living is where assistance and/or supervision with daily tasks is provided to people within their homes. Dwellings with universal design features may be suitable for persons using the Supported Independent Living program.

1 Specialist Disability Accommodation Provider and Investor Brief

Policies:

- Encourage the inclusion of universal design features in new and existing dwellings
- Encourage a minimum percentage of single-level medium density housing where appropriate in incremental change areas to cater to people who cannot access multiple level housing due to age or disability
- Encourage the provision of more Supported Residential Services, Specialist Disability Accommodation, and dwellings suitable for Supported Independent Living

Actions:

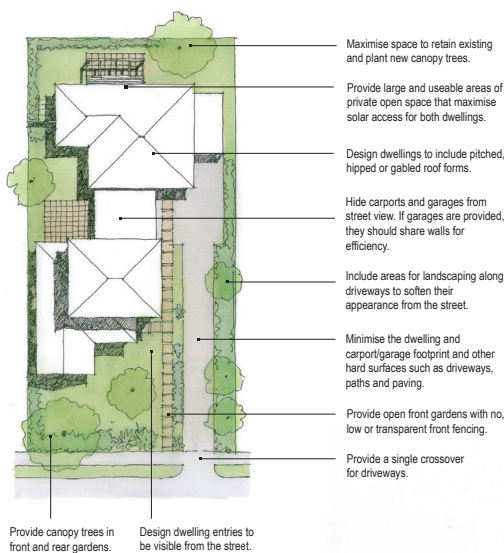
- Encourage non-apartment developments to include some single level dwellings and/or universal design features using the Liveable Housing Australia Design Guidelines
- Prepare and promote educational material to developers on universal housing design benefits and measures
- Advocate for more Supported Residential Services and Specialist Disability Accommodation to be developed

7.4 Housing design and sustainability

In addition to the location, diversity, affordability and liveability considerations, housing in Nillumbik should also take into account design excellence, sustainability and supporting infrastructure.

As Council's Neighbourhood Character Strategy is almost 20 years old, it is recommended that this be reviewed. This review will provide the opportunity to provide clearer detailed guidance on the outcomes sought for each precinct, and Council could also consider whether to prepared specific design guidelines for different dwelling typologies, especially medium density typologies (refer to Figure 21 for an example of this approach, from the Knox Residential Design Guidelines).

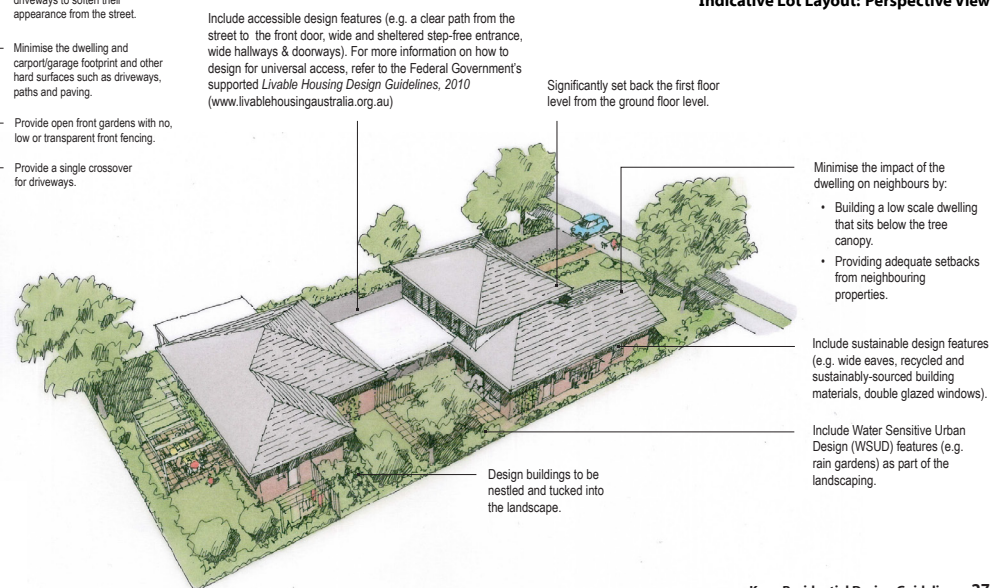
Indicative Lot Layout: Plan View



Housing Type Guidelines:

Dual Occupancy

Indicative Lot Layout: Perspective View



Knox Residential Design Guidelines 27

Figure 24: Dual occupancy from the Knox Residential Design Guidelines

Although the Nillumbik Planning Scheme does not have a specific environmentally sustainable design (ESD) policy, some zones and overlays require consideration of aspects of sustainability. The Building Code of Australia contains a set of minimum environmental design standards for different types of residential buildings. The current State-wide design standards for subdivisions, medium density housing and apartment also provides guidance on some environmental design features such as energy efficiency, solar access and stormwater management. Some local Councils have also included additional design guidelines within their local policies (for example, City of Moreland requires applications for 2 to 9 dwellings to include a Sustainable Design Assessment using tools such as BESS or STORM with planning applications). The Council Alliance for a Sustainable Built Environment (an independent alliance that operates under the auspices of the Municipal Association of Victoria) has been advocating to the State government for policy changes that will improve the sustainability assessment process for developments.

There are a range of factors that Councils need to take into account when considering the inclusion of sustainable design standards, and Council intends to undertake separate investigations into this. For example, sustainable design features can provide lower ongoing costs but higher upfront costs, and the mudbrick style used throughout Nillumbik often attains low sustainable assessment scores (refer to call out box below).

Also, given that Nillumbik is a low growth municipality with only modest dwelling growth anticipated, equal attention may need to be paid to retrofitting existing dwellings with sustainability features.

Mudbrick homes: Sustainable but low star?

Mudbrick is one of the most sustainable materials available with very low embodied energy. However, the material can score poorly with traditional sustainability rating tools, resulting in “low stars”. Mudbrick has a low R-value, which is the ability of a material’s thermal resistance, i.e. if it is hot outside, how quickly can the heat energy penetrate the material and get inside. Basic mudbricks are too dense to have any air pockets to create separate layers/thermal breaks. Mudbrick can be adapted with cavities, polystyrene blocks etc, to create air cavities but become very thick. For example, mudbrick have an R-value of 0.4, even basic weatherboards have an R-value of 0.55 and 200mm polystyrene blocks with concrete can exceed 1.5. Efficiency rating systems will simply look for the wall type and the corresponding R-value and rate accordingly.

Policies:

- Retain and enhance the identified elements that contribute to the character of the area
- Ensure that development is responsive to the preferred future character of the area
- Provide for neighbourhood character to evolve in transitional and substantial change areas where medium density housing is provided for
- Encourage new and existing dwellings to incorporate sustainable design features

Actions:

- Review the Neighbourhood Character Strategy, and as part of this prepare specific guidelines for the siting and design of medium density housing
- Research sustainability provisions and implement these via the planning scheme
- Through involvement in the Council Alliance for a Sustainable Built Environment, advocate to State government to implement state-wide sustainability provisions (noting that this may supersede the need to prepare local provisions)
- Advocate for mudbrick to receive a higher rating in sustainability assessment programs and tools
- Support programs and initiatives to broker the retrofitting of older less efficient housing to reduce energy and water consumption

7.5 Planning Provisions

In order to give statutory weight to the Housing Strategy and meet the State government planning approach set out in Planning Practice Note 90 (Planning for Housing), Council will need to undertake a number of actions as follows:

- Prepare an updated Neighbourhood Character Strategy and then undertake further updates to the Housing Strategy if necessary (for example, if adjustments need to be made to the Housing Framework Plan).
- Once the Housing Framework Plan is finalised, review the zones and identify any changes to zones and/or zone schedules that are needed to implement the framework.
- Prepare an amendment to update the planning scheme zones, overlays and policies; for example, the Medium Density Housing Policy should be deleted or amended to refer to design characteristics only (depending on the outcomes of the Neighbourhood Character Strategy) and the Housing Framework Plan should be inserted). The timing of the Planning Policy Framework transition project should be taken into account. The amendment should also implement the updated Neighbourhood Character Study once this has been prepared, and should potentially include specific schedules to the applicable residential zones to give greater statutory weight to the neighbourhood character outcomes.

8.

Appendices

Appendix 1: Recent residential developments in Nillumbik

Site	Zone	Average lot size	Notes
Key VCAT decisions			
1 Grevillea Close, Eltham North	General Residential Zone	424sqm (3 dwellings on a 1,272sqm site)	The application was reviewed at VCAT on the grounds of failure to determine, with Council identifying that it would have refused the approval on a number of grounds including a poor response to the neighbourhood character and medium density housing policies. VCAT approved the development on the basis that it was in line with the neighbourhood character, and the Tribunal member gave weight to the lack of any variations to the Clause 55 standards in Schedule 1 to the General Residential Zone and lack of overlays applying to the site.
1352 Main Road, Eltham	General Residential Zone	280sqm (3 dwellings on an 840sqm site)	Council refused the approval on a number of grounds including a poor response to the Bush Garden Character and the proposal's visual bulk. VCAT approved the development on the basis that an improved setback from Main Road (5m to dwelling, 6m to garage) would enable "improved landscaping opportunities".
8 Brooks Crescent, Diamond Creek	General Residential Zone	223sqm (4 dwellings on an 892sqm site)	Council refused the approval on a number of grounds including a poor response to the medium density and neighbourhood character policies. VCAT approved the development on the basis that it was in line with the neighbourhood character, and the Tribunal member made the following comments: <i>"...in terms of the response to housing policy, the reality is that areas with strong medium density residential growth are generally in locations that have the convenience of public transport, shops and schools. In these areas rapid growth can result in a transformation, although most planning schemes give emphasis to the need to achieve a transition that recognises the character of the existing area. For example, in the GRZ the purpose of the zone encourages development that achieves housing diversity and growth in locations with good access to services and transport, but in the context of respect for the neighbourhood character of the area."</i>
155 Bible Street, Eltham	General Residential Zone	388sqm (4 dwellings on a 1,554sqm site)	The application was reviewed at VCAT on the grounds of failure to determine, with Council identifying that it would have refused the approval. VCAT approved the development on the basis that the site was suitable for medium density development due to its size, proximity to the Eltham Major Activity Centre, and availability of urban infrastructure.
704 Main Road, Eltham	Mixed Use Zone	313sqm (8 dwellings on a 2,506sqm site)	In granting the planning permit, Council concluded that the site was suited for medium density development, that the design was of a high quality, and that it would increase housing diversity. The decision also refers to the split-level design responding to the site's topography, and the positive outcomes that would be achieved from the retention of high value trees, removal of exotics and replacement with indigenous species.

Site	Zone	Average lot size	Notes
28 Luck St, Eltham	Activity Centre Zone Schedule 1	185sqm (6 dwellings on a 1,110sqm site)	<p>Council refused the application on the basis of a number of grounds including poor design and landscaping (including tree removal) responses to SLO1 and overlooking issues. VCAT approved the development on the following basis:</p> <p><i>The proposal strikes an acceptable balance of achieving its landscape goals within the competing need to provide for development consistent with the goals of the Eltham Activity Centre. As part of the broader metropolitan planning of Melbourne, allowing more intensive form in locations with good walking access to services and transport, relieves the need for private motor vehicle transport. This is an important component of the environmental goals of Plan Melbourne and the state and local policy aims to ensure that more environmentally sensitive areas, outside of activity centres are not the focus of more intensive development.</i></p>
27-29 Arthur Street and 26-30 Pryor Street, Eltham	Activity Centre Zone Schedule 1	105 apartments on a 5,051sqm site (two 4 storey blocks)	<p>Council refused the application due to impacts on neighbourhood character, lack of landscaping, and other issues. VCAT approved the development on the basis that the planning scheme encourages increased housing development in this location, and that the planning scheme puts more weight on the future emerging character than the existing detached dwelling typologies on large lots.</p>

Site	Zone	Average lot size (excludes shared access)	Shared access
<i>Developments in close proximity to major activity centres</i>			
73 Bible St Eltham	General Residential Zone	208sqm (3 lots)	294sqm (32% of site)
71 Bible St Eltham	General Residential Zone	231sqm (3 lots)	223sqm (24% of site)
74 Bible St Eltham	Neighbourhood Residential Zone	355sqm (2 lots)	278sqm (28% of site)
104 Bible St Eltham	Neighbourhood Residential Zone	310sqm (2 lots)	216sqm (26% of site)
106 Bible St Eltham	Neighbourhood Residential Zone	359sqm (2 lots)	124sqm (15% of site)
1 Brownes Cres Eltham	Neighbourhood Residential Zone	207sqm (3 lots)	209sqm (25% of site)
15 Brownes Cres Eltham	Neighbourhood Residential Zone	427sqm (2 lots)	224sqm (21% of site)
41 Luck St Eltham	Neighbourhood Residential Zone	234sqm (3 lots)	161sqm (19% of site)
18 Livingstone Road Eltham	General Residential Zone	232sqm (6 lots)	868sqm (28% of site)
15 Livingstone Road Eltham	General Residential Zone	225sqm (4 lots)	285sqm (24% of site)
1110 Main Road Eltham	General Residential Zone	178sqm (3 lots)	335sqm (38% of site)
1108 Main Road Eltham	General Residential Zone	278sqm (3 lots)	242 sqm (22% of site)
34 Grove Street Eltham	Neighbourhood Residential Zone	307sqm (8 lots)	1179sqm (32% of site)
122 Bible St Eltham	Neighbourhood Residential Zone	357sqm (2 lots)	62sqm (8% of site)
34 York St Eltham	General Residential Zone	247sqm (2 lots)	189sqm (28% of site)
37 York St Eltham	General Residential Zone	340sqm (2 lots)	216sqm (24% of site)
83 Bridge St Eltham	General Residential Zone	196sqm (2 lots)	276sqm (32% of site)
91 Bridge St Eltham	General Residential Zone	130sqm (18 lots)	567sqm (19% of site)
72 Bible St Eltham	Neighbourhood Residential Zone	264sqm (2 lots)	399sqm (43% of site)
67 Bible St Eltham	General Residential Zone	455sqm (2 lots)	0sqm (0% of site)
15 York St Eltham	General Residential Zone	394sqm (2 lots)	0sqm (0% of site)
6 Macaulay Court Eltham	General Residential Zone	215sqm (2 lots)	213sqm (33% of site)
1 Brooks Cres Diamond Creek	General Residential Zone	263sqm (3 lots)	0sqm (0% of site)
4 Brooks Cres Diamond Creek	General Residential Zone	323sqm (2 lots)	196sqm (23% of site)
32 Haley St Diamond Creek	General Residential Zone	336sqm (3 lots)	0sqm (0% of site)
38 Haley St Diamond Creek	General Residential Zone	386sqm (2 lots)	82sqm (10% of site)
32 Gregg St Diamond Creek	General Residential Zone	368sqm (2 lots)	177sqm (19% of site)
29 Kelly St Diamond Creek	General Residential Zone	377sqm (2 lots)	80sqm (10% of site)
7 Gregg St Diamond Creek	General Residential Zone	331sqm (2 lots)	0sqm (0% of site)
19 Victoria St Diamond Creek	General Residential Zone	204sqm (3 lots)	200sqm (25% of site)
	AVERAGES	256sqm (98 lots)	21% of site

Site	Zone	Average lot size (excludes shared access)	Shared access
Developments in Greensborough and Diamond Creek (not within close proximity to major activity centres)			
15 Civic Drive Greensborough	General Residential Zone	239sqm (2 lots)	139sqm (22% of site)
251 Plenty River Road Greensborough	General Residential Zone	219sqm (2 lots)	176sqm (22% of site)
221 Plenty River Road Greensborough	General Residential Zone	384sqm (2 lots)	0sqm (0% of site)
13 Musgrove Court Greensborough	General Residential Zone	306sqm (2 lots)	102sqm (14% of site)
310 Beales Road Greensborough	General Residential Zone	339sqm (5 lots)	1,385sqm (45% of site)
19 Dartagrook Cres Diamond Creek	General Residential Zone	383sqm (2 lots)	0sqm (0% of site)
3 Dartagrook Cres Diamond Creek	General Residential Zone	360sqm (2 lots)	0sqm (0% of site)
12 Ironbark Road Diamond Creek	General Residential Zone	368sqm (2 lots)	211sqm (22% of site)
10 Ironbark Road Diamond Creek	General Residential Zone	277sqm (2 lots)	359sqm (30% of site)
8 Ironbark Road Diamond Creek	General Residential Zone	586sqm (2 lots)	207sqm (15% of site)
	AVERAGES	342sqm (24 lots)	18% of site

Appendix 2: Dwelling capacity calculation methodology

In order to calculate the theoretical dwelling capacity of each housing change area, all residential properties within each change area were analysed by area except the following:

- Sites that have been developed in the past 10 years
- Multi-unit sites

The assumptions made for each housing change area are set out below. The developable areas and lot sizes are based on analyses of typical development outcomes on a sample of 50 developments in a range of settings across the municipality.

Substantial Change Area

The dwelling capacity figures for the Substantial Change Areas (i.e. land in the Eltham and Diamond Creek Major Activity Centres) are taken from the Nillumbik Activity Centres: Land Use & Economic Capacity Final Report (June 2019) prepared by Geografia.

Incremental Change Area

A developable area of 80% was calculated to allow for the creation of common property for access where required (Appendix 1 identifies that an average of 21% of the area of sampled lots was required for access). 250sqm lots were assumed (Appendix 1 identifies that the average size of the samples lots was 256sqm). The lots assumed to already contain one dwelling.

For example, a 1,000sqm lot would have 800sqm of developable land, which would provide two 400sqm lots (i.e. two 350sqm+ lots). With the lot already having a dwelling on it, the net additional capacity would be 1 dwelling.

Limited Incremental Change Area

A developable area of 80% was calculated to allow for the creation of common property for access where required. (Appendix 1 identifies that an average of 18% of the area sampled lots was required for access). 350sqm lots were assumed (Appendix 1 identifies that the average size of the samples lots was 342sqm). . The lots assumed to already contain one dwelling.

Limited Incremental Change Area (Rural 1)

A developable area of 80% was calculated to allow for the creation of common property for access where required. 400sqm lots were assumed. The lots assumed to already contain one dwelling.

Limited Incremental Change Area (Rural 2)

A developable area of 80% was calculated to allow for the creation of common property for access where required. 400sqm lots were assumed. The lots assumed to already contain one dwelling. As developments in this change area are subject to servicing upgrades, it may take some years to realise the capacity.

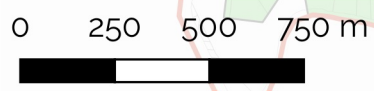
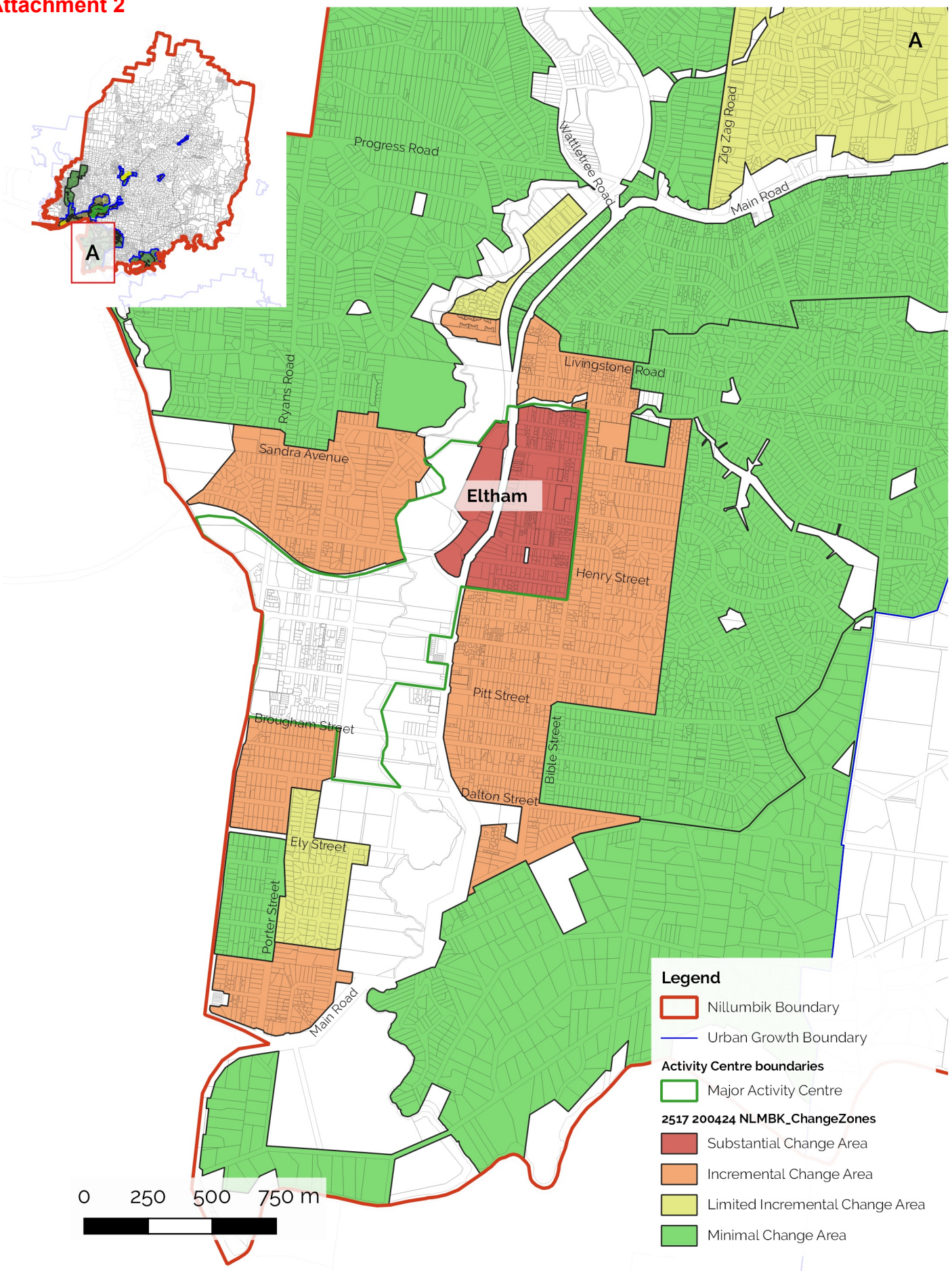
Minimal Change Area








For lots within the General Residential Zone, Neighbourhood Residential Zone and Township Zone, lots over 1,000sqm were assumed to be capable of containing one additional dwelling, given that only dual occupancies are encouraged. This is based on an assumption that a 1,000sqm lot would have a developable area of 80% and two 400sqm lots.

For lots within the Low Density Residential Zone, a developable area of 90% was calculated to allow for the creation of common property for access where required. Lots not affected by a Development Plan Overlay (DPO) were calculated using the 0.4ha minimum subdivision area in the planning scheme, and lots affected by the DPO were calculated using a 1ha minimum lot size.

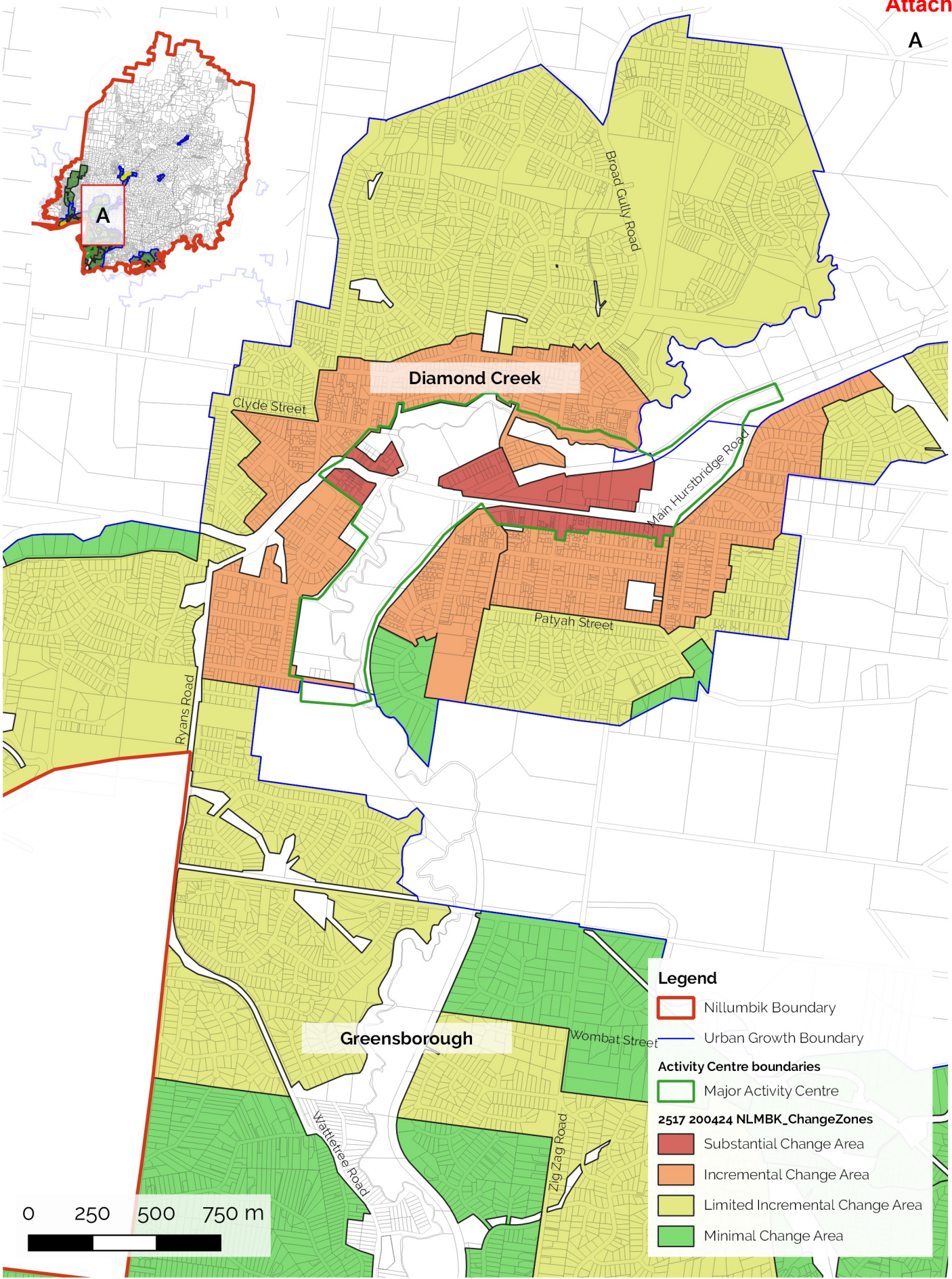
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- Legend**
-  Nillumbik Boundary
 -  Urban Growth Boundary
 - Activity Centre boundaries**
 -  Major Activity Centre
 - 2517 200424 NLMBK_ChangeZones**
 -  Substantial Change Area
 -  Incremental Change Area
 -  Limited Incremental Change Area
 -  Minimal Change Area

A



Legend

- Nillumbik Boundary
- Urban Growth Boundary

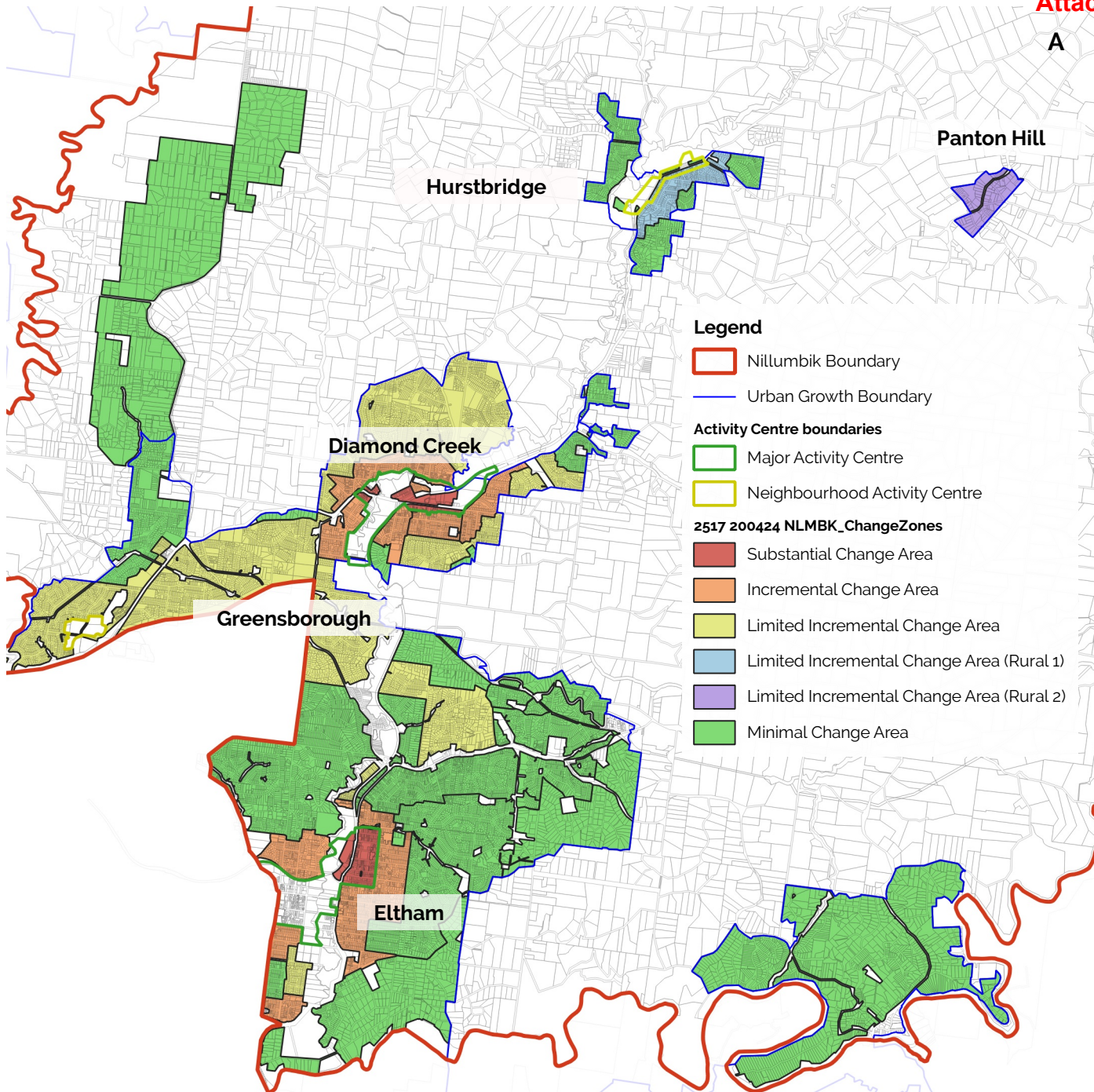
Activity Centre boundaries

- Major Activity Centre











2517 200424 NLMBK_ChangeZones

- Substantial Change Area
- Incremental Change Area
- Limited Incremental Change Area
- Minimal Change Area

A



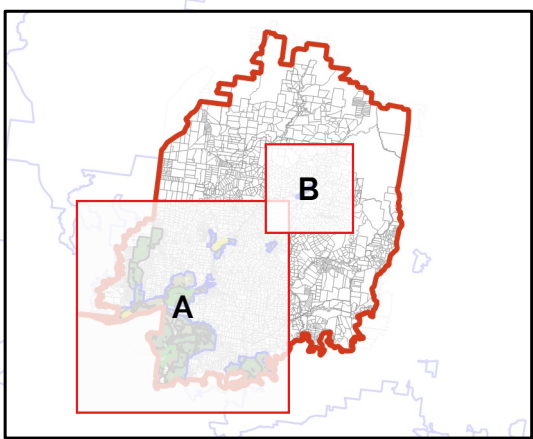
Legend

-  Nillumbik Boundary
-  Urban Growth Boundary
- Activity Centre boundaries**
-  Major Activity Centre
-  Neighbourhood Activity Centre
- 2517 200424 NLMBK_ChangeZones**
-  Substantial Change Area
-  Incremental Change Area
-  Limited Incremental Change Area
-  Limited Incremental Change Area (Rural 1)
-  Limited Incremental Change Area (Rural 2)
-  Minimal Change Area

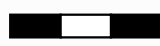
B



B



0 0.5 1 1.5 km



Inserts not to scale