

Draft Greater Dandenong
HOUSING STRATEGY

2014-24

Background Report

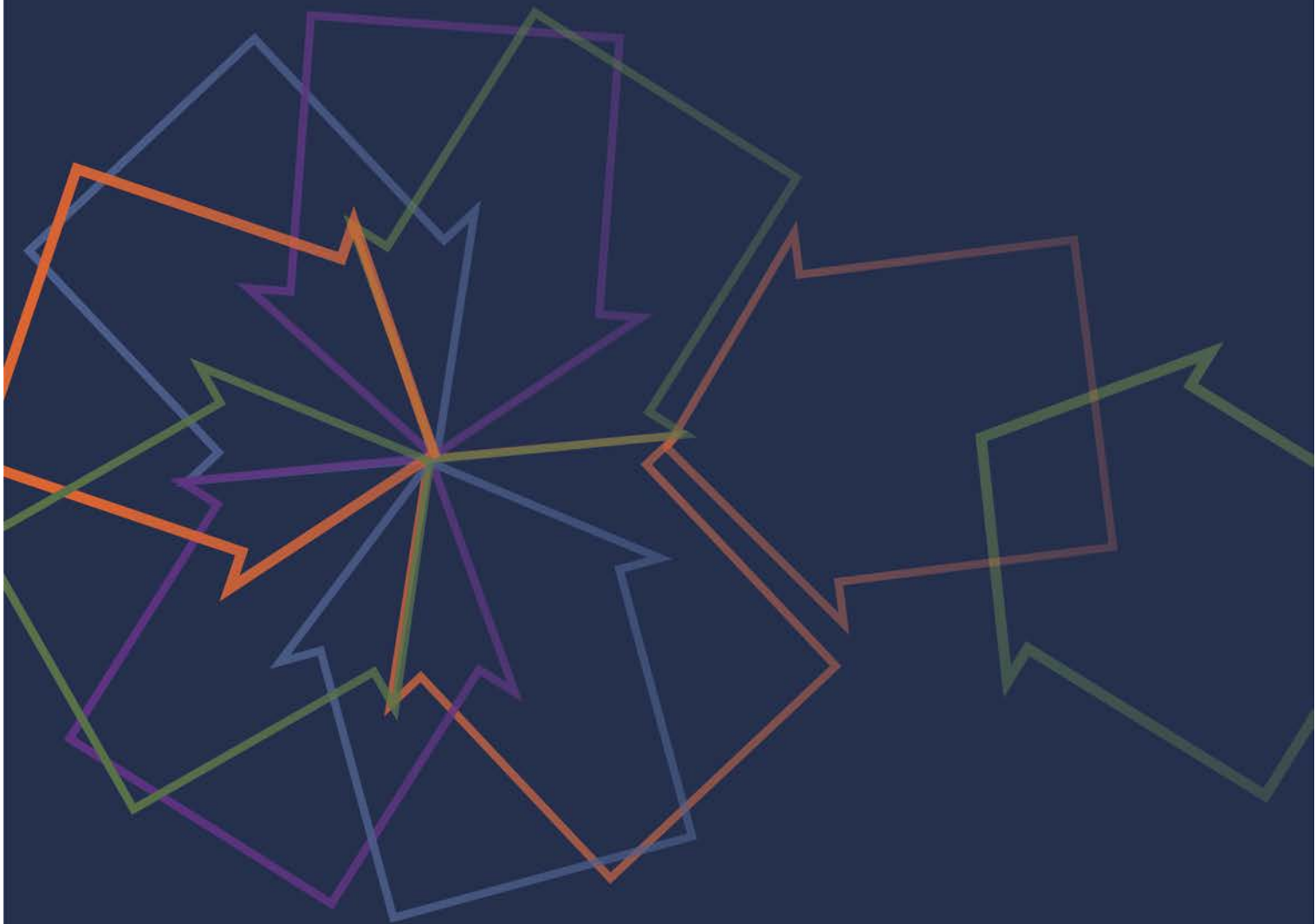




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LIST OF ABBREVIATIONS

CASBE	Council Alliance for a Sustainable Built Environment
CAV	Consumer Affairs Victoria
CBD	Central Business District
CGD	City of Greater Dandenong
CRAS	Commonwealth Rental Assistance Scheme
ESD	Environmentally Sustainable Design
DPCD	Department of Planning and Community Development
DTPLI	Department of Transport, Planning and Local Infrastructure
GRZ	General Residential Zone
HDD	Housing Development Data
MSS	Municipal Strategic Statement
NAHA	National Affordable Housing Agreement
NRAS	National Rental Affordability Scheme
NRZ	Neighbourhood Residential Zone
RAAV	Registered Accommodation Association of Victoria
RGZ	Residential Growth Zone
SDAPP	Sustainable Design Assessment in the Planning Process
SPPF	State Planning Policy Framework
UGB	Urban Growth Boundary
VPP	Victoria Planning Provisions



1. INTRODUCTION

1.1. WHAT IS THE DRAFT GREATER DANDENONG HOUSING STRATEGY?

The *Draft Greater Dandenong Housing Strategy 2014-24* provides Greater Dandenong with the policy framework and direction to plan for the sustainable supply of housing. This will ensure the current and future housing needs of Greater Dandenong residents are met.

The draft strategy represents a whole-of-Council response to housing issues within Greater Dandenong, recognising that all areas of Council play a role in influencing housing outcomes or managing the impacts of housing.

Council is currently seeking community and stakeholder feedback on the *Draft Greater Dandenong Housing Strategy*.

For more information on the draft strategy and how you can provide feedback to Council, please see Council's website at www.greaterdandenong.com/housingstrategy.

1.2. WHAT IS THE PURPOSE OF THIS DOCUMENT?

The *Draft Greater Dandenong Housing Strategy Background Report* provides background and contextual information to support the draft strategy.

This report contains and overview of:

- *community feedback received during two stages of community engagement conducted in 2011 and 2012*
- *Council's current residential planning framework*
- *demographic trends, which are likely to have implications for future housing need and supply*
- *current housing types and tenures,*
- *patterns in recent housing construction,*
- *levels of overcrowding and housing underutilisation*
- *housing affordability in Greater Dandenong*
- *anticipated growth that the Council will need to plan for over the next ten years*
- *relevant local, state and federal government policy.*



2. WHAT HAVE WE HEARD FROM THE COMMUNITY?

2.1. HOW DID COUNCIL ENGAGE WITH THE COMMUNITY?

Councillors, local developers, Victorian Government departments, local residents, the community housing sector and local community services have all been involved in the process of developing the *Draft Greater Dandenong Housing Strategy*. Council conducted two stages of community consultation to identify the key housing challenges facing the community and Council's role in the housing market.

The first stage of community engagement was undertaken in November 2011 to February 2012 as part of the *Qualitative Housing Research Project* (Collaborations, 2012). The project explored the housing circumstances, preferences and aspirations of local residents; the constraints and enablers influencing housing supply and the key housing issues facing the community and local development sector. The project included:

- 10 focus groups with targeted groups including: home owners; home renters; rooming house tenants; aged residents and people with a disability; people experiencing homelessness; recent humanitarian arrivals; and single parents
- 148 intercept surveys with the general public at activity centres
- a *Housing Industry Workshop* with members of the local development industry on housing market trends and issues
- a survey of housing and community conditions, which was mailed to 2500 households in Dandenong, Dandenong North, Keysborough, Noble Park North and Springvale, resulting in 431 responses (the survey findings are discussed in Appendix 3).

A second stage of community consultation was conducted in April 2012. During this five-week community consultation period, residents were invited to provide feedback on local housing issues and possible roles for Council in improving housing conditions. Thirty-five residents submitted surveys, submission or provided feedback at community feedback sessions. Additionally, the housing and community service sector, State Government Departments and the local development industry were invited to nine focus groups.

This chapter summarises the key messages we have heard from the community and key stakeholders.

2.2. WHAT HAVE WE HEARD FROM RESIDENTS?

WHAT DO RESIDENTS VALUE MOST ABOUT LIVING IN GREATER DANDENONG?

- Proximity and accessibility to a diverse range of services and amenities that meet living needs (such as schools, medical and welfare services, markets and extensive shopping precincts).
- Good access to public transport*coupled with some concerns regarding the infrequency of transport at certain times.*



- Local parks and open space, providing vital passive and active recreational space....*coupled with some concerns about the safety of some parks and public spaces, particularly in the evenings.*
- Proximity to family, friends and like cultural communities and proximity and easy access to other parts of Melbourne.
- Cultural diversity as a key strength that added to their quality of life... *coupled with some concerns about cultural tensions.*

MIXED ATTITUDES TO INCREASES IN MEDIUM DENSITY-HOUSING

- Longer-term residents had considerable awareness of the changing nature of housing across Greater Dandenong and noticed the increased medium-density housing in recent years. Most identified the key drivers to this development and cited government policies to manage population growth, changes to household size, housing affordability and a need to house people close to existing services to contain new infrastructure costs. Many desired better controls to ensure high-quality development, incorporating good internal design as well as open space.
- Disgruntlement about the impact of what was considered poor-quality design of medium density housing.
- People who had come from more densely populated places overseas were more accepting of higher-density housing.
- Concerns that poorly-designed higher density housing had social implications.
- Concerns that increased housing density would cause traffic congestion and local parking problems.
- Some support for higher-density housing that was a more affordable.
- A number of residents across various market segments who were currently living in detached housing saw themselves as moving into higher-density accommodation in future. For some this was related to affordability and moving out of sub-standard accommodation, while for others it was about life-style choice.

THE QUALITY AND NATURE OF THEIR OWN HOUSING

- Most people interviewed in activity centres appeared satisfied with their current home, noting that it suited their needs very well (43 per cent) or well (26 per cent). During the focus groups, a number of people spoke of the very poor standard of their accommodation – particularly humanitarian refugees, those living in rooming houses and those who had been homeless.
- 35 per cent of people interviewed in activity centres were adversely affected by housing costs to some extent. Delayed payment of utilities and cutting back on non-essential food and clothing were the adjustments these residents made to be able to pay the rent or mortgage. Renters, in particular, were more likely to indicate they were forced to go without important things. For most participants in the focus groups, the cost of rent is the major cost in their lives, with many going without essentials to meet rental payments.
- For many participants in the focus groups, tenure was directly related to housing affordability. While many across the groups felt their tenure was secure provided they largely kept up with rent payments, some did not.
- Many residents had initially been drawn to the area partially because of its affordable housing.
- Those in particularly vulnerable financial situations feel they are being taken advantage of by landlords, to the extent that they felt susceptible to eviction.



FUTURE HOUSING PREFERENCES

- Future housing preferences varied and were dependent on individuals' circumstances, life stage and expectations.
- The average length of time that residents thought that they would stay in their home was 6.2 years. While most people interviewed in activity centres had indicated that their housing meets their current needs, 68 per cent of those interviewed thought they would move within the next five years.
- Most people interviewed in activity centres saw themselves staying in Greater Dandenong (42 per cent), or nearby in neighbouring municipalities (especially the City of Casey), again reinforcing the positive influence of proximity to services and family and a sense of the area being 'home' for them.

2.3. WHAT HAVE WE HEARD FROM SOCIAL SERVICES AND THE COMMUNITY HOUSING SECTOR?

KEY HOUSING CHALLENGES

- The gap between demand for affordable private rental, Office of Housing and community housing dwellings and supply. Key 'at risk' groups identified include singles, youth, migrant populations and elderly residents.
- Poor-quality housing, as well as inappropriate tenant mix significantly affect health and wellbeing.
- The potential for urban renewal initiatives to displace local residents.
- The need to develop mixed communities that don't contain concentrated pockets of disadvantage or advantage.
- The lack of Victorian and Australian Government recurrent funding to expand social housing supply.
- The lack of affordable housing catering for large families (of 5+ people) and single person households.
- Changing perceptions of social housing from "welfare housing" to an integral building block of sustainable, resilient communities.
- Housing design fails to cater for people as their circumstances and needs change as they age.
- New migrants face significant barriers (e.g. language, income) in accessing or sustaining private housing.
- Concern that low-cost housing delivered in the private market is often poor or substandard quality.
- Lack of "hard data" to support local social services activities.
- Exploitation of vulnerable households in the private rental market (e.g. substandard or unsafe housing, demands for additional and unreasonable payments).

SUGGESTIONS FROM THE SOCIAL SERVICES SECTOR - WHAT CAN COUNCIL DO TO ADDRESS THESE CHALLENGES?

- Take an integrated approach to planning new communities so that housing is delivered in conjunction with schools, transports, clinics, shopping centres and other infrastructure.



- Acknowledge that alternative low-cost housing (including rooming houses and caravan parks) can, if managed appropriately, provide a viable alternative housing option for some residents.
- Monitor rooming houses to ensure compliance, as well working to improve the standard of low-cost housing beyond minimum requirements.
- Encourage the development of housing that meets community needs and addresses shortfalls in supply.
- Work with housing associations and government to help provide affordable housing.
- Conduct on-going research and monitoring of housing and relevant social trends and disseminate information to local services.
- Focus on supporting social services (through leadership, coordination and advocacy) rather than duplicating the role of services.
- Continue delivering services such as Home and Community Care (HACC), which assists elderly residents and people with a disability to “age-in-place”.
- Introduce planning mechanisms that would increase the supply of affordable housing
- Inform and educate the community on the importance of social housing.
- Although many social services already undertake significant advocacy work, Council could assist by working closely with the Department of Human Services (DHS), promoting programs in the community and become a central point of contact for all local agencies.

2.4. WHAT HAVE WE HEARD FROM THE DEVELOPMENT SECTOR?

KEY CHALLENGES TO IMPROVING HOUSING AFFORDABILITY

- The planning permit application process and the land rezoning/assembly process takes too long, is characterised by uncertainty and adds to the holding costs of developers, which in turn contributes to the overall cost of development and the capacity of developers to deliver higher levels of amenity.
- Cost of land in the municipality is increasing.
- Rescode and car parking requirements are excessive and impact on the financial viability of development.
- SPEAR does not result in faster decision making.
- The *Residential Development and Neighbourhood Character Policy* (Clause 22.09) has too much emphasis on “existing character”, which makes it difficult to achieve the “substantial change” vision proposed under the policy.
- The cost of government charges, levies and contributions.

KEY CHALLENGES TO IMPROVE DWELLING MIX

- There isn't a strong market/consumer demand for higher-density development in Greater Dandenong.
- Three-bedroom dwelling developments are difficult to deliver because of the car parking requirements for such proposals.



- Building *quality* open space in medium-density developments.
- Housing developments are designed to maximise the return to the developer and, therefore, do not always reflect what is needed in the local market.

KEY CHALLENGES TO SUPPORTING WELL-LOCATED HOUSING

- Limited availability of land in activity centres and across Greater Dandenong.
- Inflexible statutory controls, as planning schemes don't provide for varied requirements (particularly in or close to activity centres).
- Potential loss of amenity as housing densities increase.

SUGGESTIONS FROM THE LOCAL DEVELOPMENT SECTOR - WHAT CAN COUNCIL DO TO ADDRESS THESE CHALLENGES?

- Improve efficiencies in the planning process by:
 - simplifying planning policy and dedicating more resources to process planning applications
 - providing “exemptions” for social housing proposals (e.g. a fast track process or planning concessions)
 - reviewing delegation thresholds to improve processing times.
- Clarify what Council considers to be “well located”. This could include proximity to recreation, similar cultures, health/education, transport, work-life, mixed economy, proximity to family.
- Council officers should have a better understanding of market costs and dynamics.
- Increase planning certainty through an improved planning pre-application advice.
- Facilitate greater housing diversity to improve housing choice and affordability for residents.
- Improve land supply through the identification of urban renewal sites and the rezoning of infill sites for housing (particularly in proximity to public transport).
- Review open space requirements for multi-unit development and consider the delivery of communal open space in multi-unit development, rather than requiring every unit to provide private open space.
- Review car parking requirements for multi-unit developments to improve housing diversity.
- Implement minor capital works and streetscape improvements in urban renewal areas and activity centres to attract private investment.

Feedback from the local development sector suggested that a “successful housing strategy” must provide for:

- *an efficient planning process that delivers timely decisions*
- *a review of car parking requirements to improve flexibility*
- *a review of the Residential Zones;*
- *consistency in planning decision making*
- *clear, practical and robust housing guidelines*
- *improved relationships with town planners*
- *social housing policy*
- *sufficient resources for implementation*
- *greater authority to individual planners*
- *a fast-track planning process for proposals that meet Council's housing goals*
- *the identification of local housing needs.*



3. THE LOCAL CONTEXT – A PROFILE OF GREATER DANDENONG, THE PEOPLE AND HOUSING

3.1. GREATER DANDENONG

GREATER DANDENONG IN THE REGION

Greater Dandenong encompasses an area of 129 square kilometres in Melbourne's south-east, approximately 24 kilometres from the Melbourne CBD. It is bounded by Police Road in the north, Dandenong Creek and South Gippsland Freeway to the east, Thompson Road in the south, and by Westall and Springvale Roads to the west. The suburbs of Greater Dandenong are: Dandenong, Dandenong South, Bangholme, Springvale, Springvale South, Noble Park, Noble Park North, Keysborough and Lyndhurst.

Greater Dandenong is the heart of the newly-established southern metropolitan subregion¹ and is the regional centre for retail, business, services and transport. The metropolitan planning strategy, *Plan Melbourne*, estimates the population of the southern subregion will increase by 400,000 to 480,000 people by 2031.

Melbourne's Growth Corridor Plans: Managing Melbourne's Growth (June 2012) identifies that the area covered by the South East Growth Corridor will accommodate an additional population of 230,000 or more people.

Plan Melbourne identifies three key 'places of state-significance' in the City of Greater Dandenong: the Dandenong South National Employment Cluster, the Dandenong Hospital and the Dandenong Metropolitan Activity Centre. This presents an opportunity for Council to further strengthen and Greater Dandenong's position in Melbourne's south-east region.

The City of Greater Dandenong is poised to take advantage of this substantial new growth occurring in Casey and Cardinia. However, these growth areas also raise a number of challenges for the municipality, such as increased pressure on the road and public transport network and Council's open space and recreational facilities.

LAND USE AND ACTIVITY

While other municipalities may be characterised by a dominant land use, the City of Greater Dandenong contains a broad mix of residential, commercial, industrial, green wedge and public land uses, such as education and utilities. Major land uses in the City include 37 square kilometres of residential zoned land,

¹ Plan Melbourne established five metropolitan subregional groupings of local councils to work with the Metropolitan Planning Authority and collectively plan for jobs, housing and investment in infrastructure and services. The Southern Subregion comprises the municipalities of Bayside, Cardinia, Casey, Frankston, Glen Eira, Greater Dandenong, Kingston and Mornington Peninsula.



27 square kilometres of industrial zoned land and 24 square kilometres of Green Wedge zoned land (Figure 1 on the next page).

Greater Dandenong is currently undergoing major redevelopment, including large-scale public and private projects. Completed projects include:

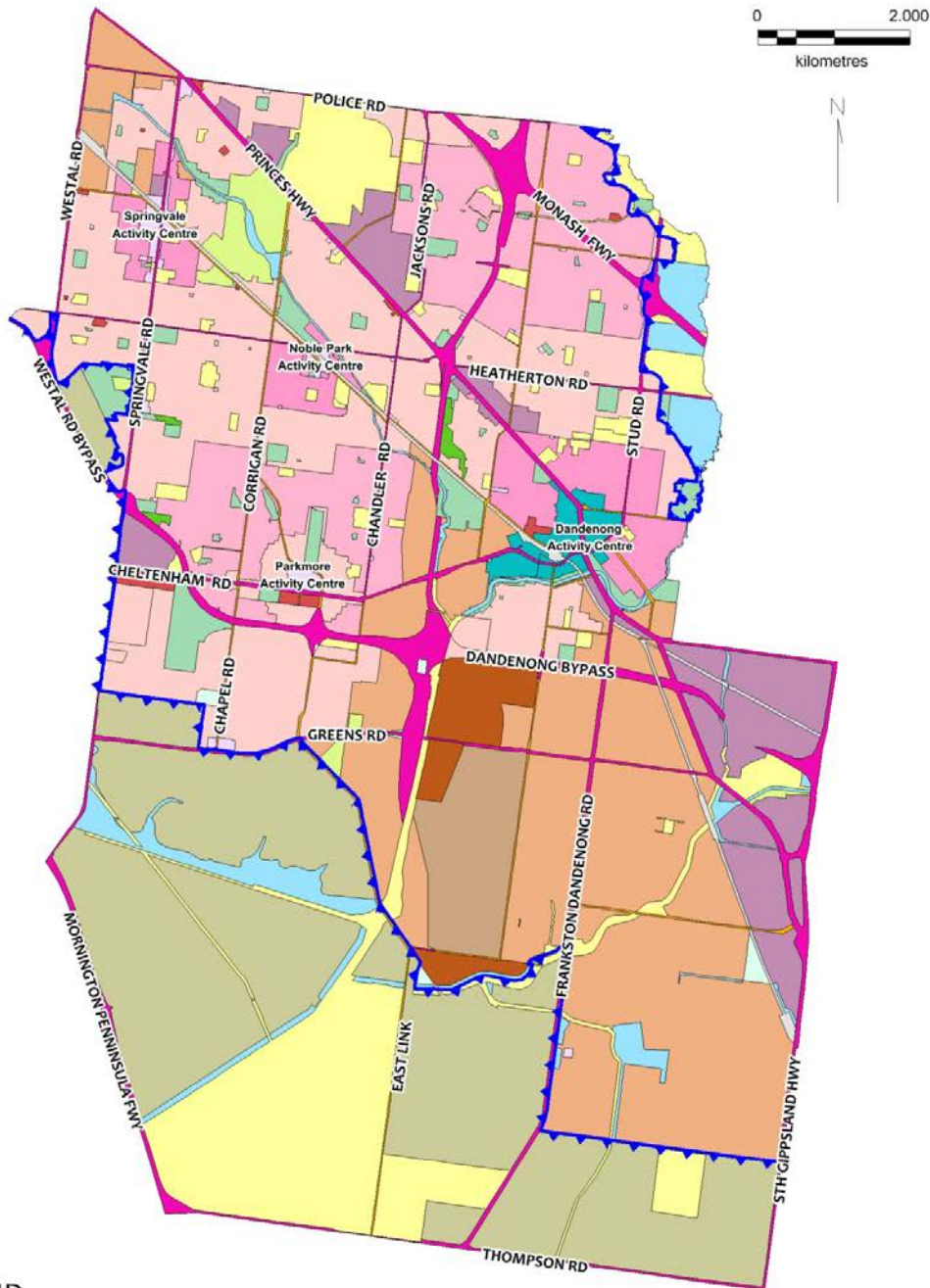
- the Dandenong Civic Centre
- the Springvale Level Crossing Removal Project
- the creation of new civic spaces including Settlers Square, Halpin Way, Multicultural Place and the Noble Park Civic Space
- the transformation of Lonsdale Street into an award-winning, pedestrian-friendly boulevard
- Stockmans Bridge
- the Meridian residential development
- the Noble Park Aquatic Centre redevelopment
- the Drum Theatre in Lonsdale Street
- the EastLink Freeway and regional bike trail

Major projects currently underway include the Revitalising Central Dandenong Initiative and the Somerfield, Osborne Avenue and Metro 3175 residential developments.

DRAFT



Figure 1: The City of Greater Dandenong - Planning Zones



LEGEND

Existing Planning Zones as of 10/02/2014

	Residential Growth Zone		Industrial 1 Zone		Public Use Zone
	General Residential Zone		Industrial 2 Zone		Public Use Zone - Transport
	Neighbourhood Residential Zone		Industrial 3 Zone		Special Use Zone
	Commercial 1 Zone		Public Park and Recreation Zone		Urban Floodway Zone
	Commercial 2 Zone		Public Conservation and Resource Zone		Road Zone - Category 1
	Mixed Use Zone		Green Wedge Zone		Road Zone - Category 2
	Comprehensive Development Zone		Farming Zone		Urban Growth Boundary



RESIDENTIAL

Council has identified Greater Dandenong's residential areas with a preferred scale of future housing development. Within the *Greater Dandenong Planning Scheme* and *Neighbourhood Character Study* (2007) they are known as Substantial Change Areas, Incremental Change Areas and Limited Change Areas. The three change areas align with the corresponding Residential Zone:

SUBSTANTIAL CHANGE AREA - RESIDENTIAL GROWTH ZONE	INCREMENTAL CHANGE AREA - GENERAL RESIDENTIAL ZONE	LIMITED CHANGE AREA - NEIGHBOURHOOD RESIDENTIAL ZONE
<p>Substantial Change Areas are defined by their convenient access to transport and retail amenities, as they surround the higher order activity centres of Dandenong, Noble Park and Springvale (see Figures 1 and 2).</p> <p>Owing to their locational advantages, these areas are suitable for medium to higher scale housing development, including apartments.</p> <p>Substantial Change Areas comprise only 11 per cent of the City's residential zoned land, yet have become the fastest growing and changing existing urban area in the municipality, growing at an average of 1.3 per cent per annum (DTPLI 2013; 15).</p>	<p>Areas nominated for incremental change are located further from Greater Dandenong's central transport, employment and amenity spine than Substantial Change Areas (see Figures 1 and 2).</p> <p>These locations are suited to medium- to lower-density housing including a mix of detached dwellings, dual occupancies, villa units and townhouses.</p> <p>Most of Greater Dandenong's existing housing stock and households are within Incremental Change Areas, which comprise approximately 62 per cent of residential zoned land in the City.</p> <p>From 2004-2011, Incremental Change Areas contributed approximately 61 per cent of the new housing supply within Greater Dandenong's existing urban area.</p>	<p>Limited Change Areas generally comprise areas that are at a greater distance from the central spine of the municipality (see Figures 1 and 2).</p> <p>These areas are identified as suitable for low-density housing (such as detached and dual-occupancy housing) primarily because they lack access to the Principle Public Transport Network and Activity Areas.</p> <p>Approximately 27 per cent of all residential zoned land falls within the Limited Change Area. Given the planning controls in this area, it is likely that housing and population density will remain relatively stable into the future.</p>

Council has recently commenced a process to review the planning rules and controls for residential development, with a particular focus on the Residential Growth Zone.

DTPLI have recently prepared a *Housing Development Data Report* for Council, which evaluates how well Council's existing "housing policy" (i.e. Clauses 22.09 and 21.04-1) is working. Their report found this residential framework has generally worked to encourage increased housing development, change and diversity in the Substantial Change Area (and to a lesser extent, in the Incremental Change Area), while generally restricting change in the Limited Change Area.

With the intention of diversifying the municipality's housing options, promoting housing growth in proximity to transport and retail services and revitalising activity centres, the *Greater Dandenong Planning Scheme* identifies multi-storey housing as a crucial element of the land use vision for the Dandenong, Springvale and Noble Park Activity Centres. However, while the substantial change areas surrounding each activity centre are attracting new housing development and households, residential development within the core of Greater Dandenong's major activity centres has been limited, with only 45 new dwellings constructed from 2004-2011 (DTPLI 2013: 13). Based on the experience of other metropolitan activity centres (such as Box Hill and Ringwood), Council expects greater housing development to occur within the activity centres over coming years as land values increase and market conditions support apartment style construction.



There has been significant population and housing growth in major residential redevelopment locations as former and disused industrial sites and farming land are redeveloped for housing. These include major broadhectare locations of Somerfield in Keysborough and Metro 3175 and Meridian in Dandenong. According to the Housing Development Data 2004-2011, 45 per cent of Greater Dandenong's new dwellings over this period were developed in these locations (DTPLI 2013: 13). Somerfield and Meridian have generally been developed for traditional detached housing and townhouses, while Metro 3175 offers a greater diversity of housing products.

Plan Melbourne identifies the Huntingdale to Dandenong Corridor as an 'urban renewal location'. According to the Plan, urban renewal locations will become a major source of housing to meet Melbourne's growth needs.

The location of the City's "change areas", activity centres, major residential redevelopment locations and the proposed urban renewal corridor identified in *Plan Melbourne* are illustrated in Figure 2 on the next page. Planning Overlays can also have a significant impact on residential development. Council's existing overlays are illustrated in Figure 3.

COMMERCIAL ACTIVITY

Greater Dandenong is well served by the existing activity centres of Dandenong, Springvale, Noble Park and Parkmore. In 2006 the Victorian Government pledged \$290 million for the revitalisation of Central Dandenong. It is estimated that the revitalisation will help to create up to 5000 new jobs, 4000 new homes and to leverage \$1 billion in private sector development in the city centre over the next 15 to 20 years. As a Metropolitan Activity Centre, *Plan Melbourne* notes that Dandenong will play a major service and delivery role (including government, health, justice and education services), providing a diverse range of jobs, activities and housing for the southern subregional catchment.

Neighbourhood activity centres can act as a key focus for local communities. The municipality contains over 40 neighbourhood activity centres. These centres vary widely in the size and level of commercial activity.

INDUSTRY

The Dandenong South Employment Cluster is one of the Australia's most significant industrial concentrations and is identified in Plan Melbourne as a 'National Employment Cluster'.

The industrial sector in Greater Dandenong is the mainstay of its economy, providing jobs and investment opportunities locally and within the wider southern metropolitan subregion.

The Industrial 2 Zone precinct in Dandenong South provides for environmentally sensitive activities and is a resource of state significance. A 1600 metre notional buffer exists around the Industrial 2 Zone aimed at preventing the establishment of activities that may threaten the continued operation and growth of the industrial area.



Figure 2: The City of Greater Dandenong - Current Residential Framework

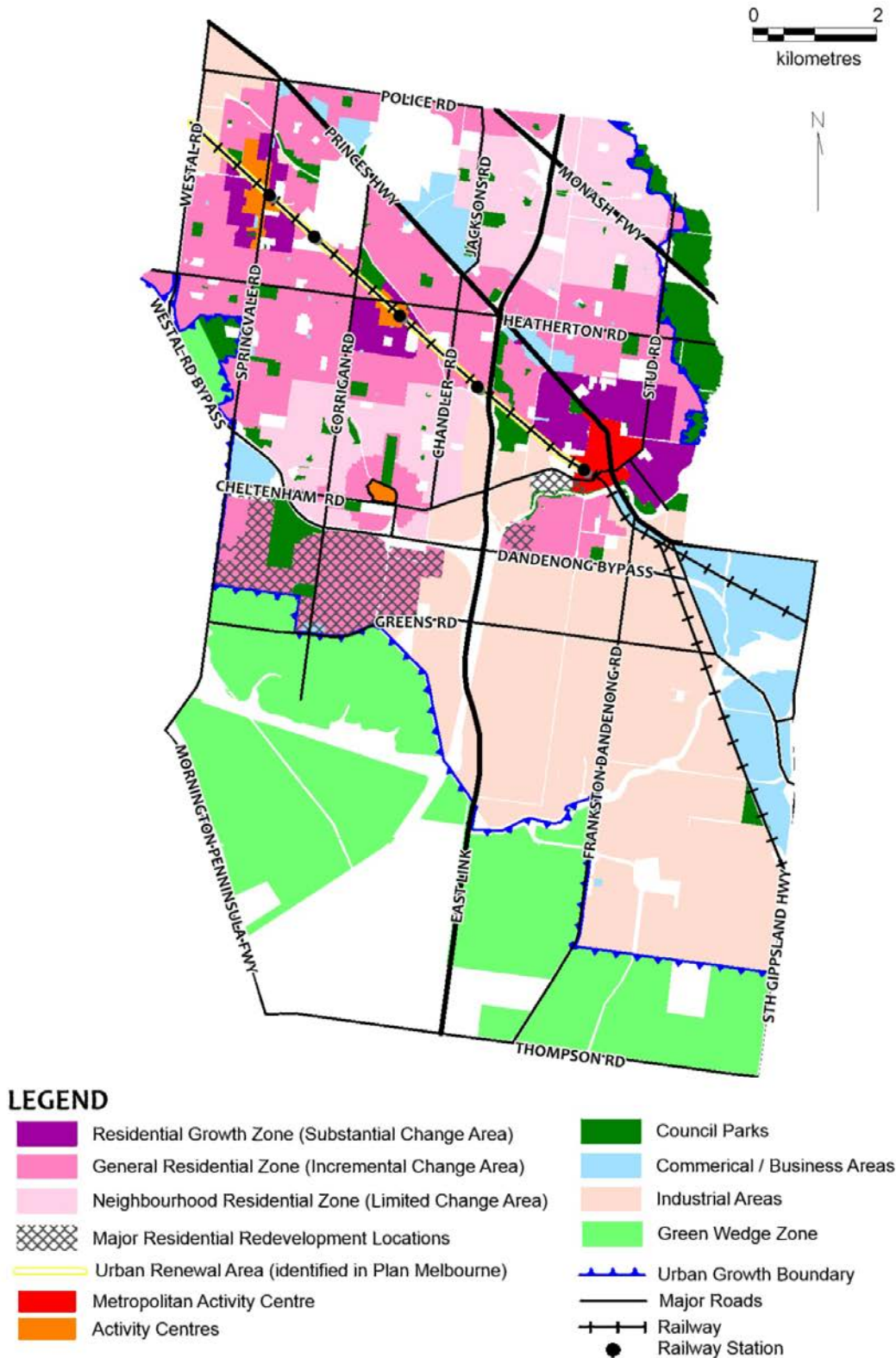
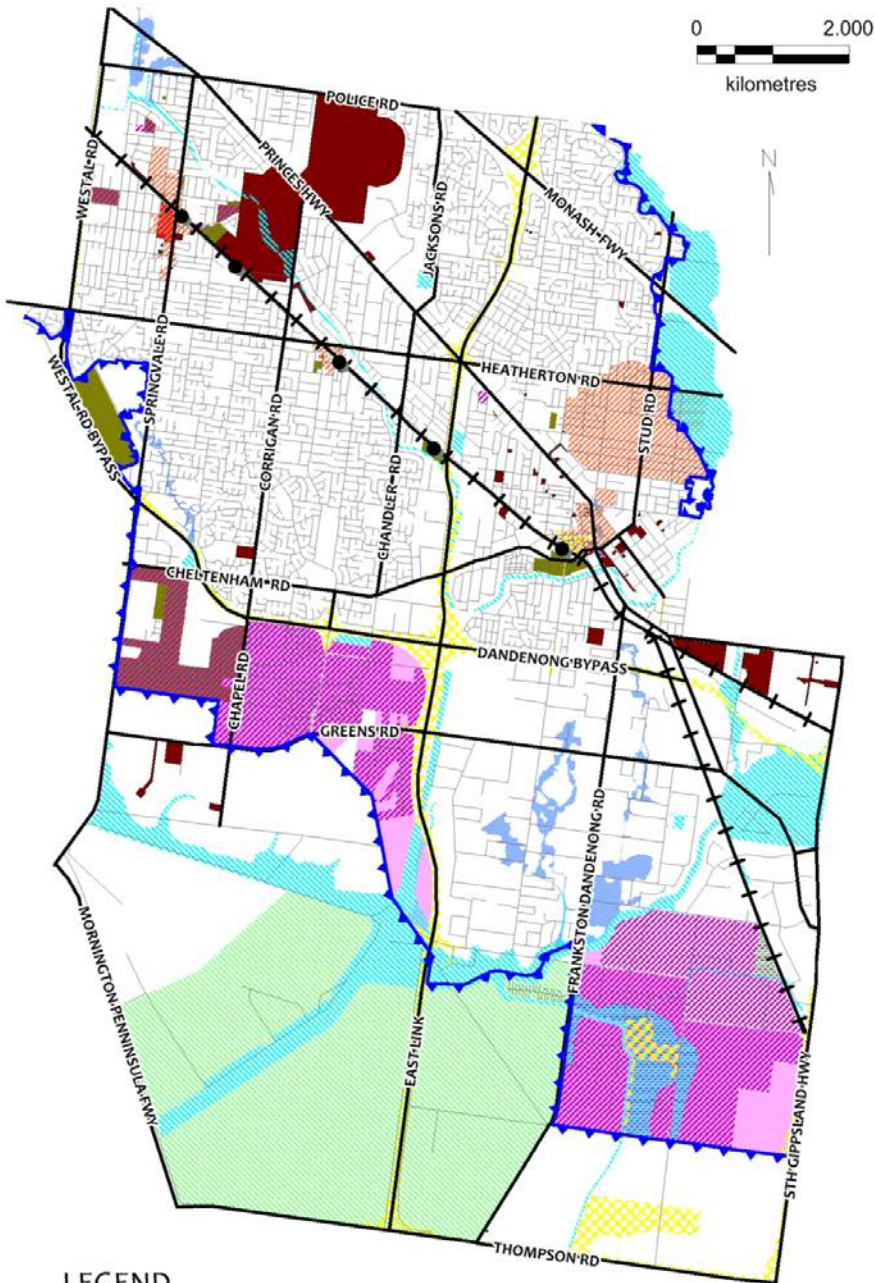



















Figure 3: The City of Greater Dandenong - Planning Overlays



LEGEND

Existing Planning Overlays as of 18/03/2014

- | | |
|---|--|
|  Development Plan Overlay |  Environmental Significance Overlay |
|  Development Contribution Plan Overlay |  Land Subject to Inundation Overlay |
|  Environmental Audit Overlay |  Special Building Overlay |
|  Design and Development Overlay |  Urban Growth Boundary |
|  Heritage Overlay |  Railway |
|  Public Acquisition Overlay |  Railway Station |
|  Parking Overlay |  Major Roads |
| |  Secondary Roads |



THE GREATER DANDENONG GREEN WEDGE

Council is currently preparing a Green Wedge Management Plan to guide the future use and development of the Greater Dandenong Green Wedge.

The Greater Dandenong Green Wedge comprises all land outside the Urban Growth Boundary within the municipality (see Figure 1). The Greater Dandenong Green Wedge includes land zoned Green Wedge Zone, Public Use Zone, Urban Floodway Zone, Public Park and Recreation Zone and Special Use Zone, covering a total of approximately 3740 hectares (29 per cent of the total area of the municipality). A large proportion of the Greater Dandenong Green Wedge is within a flood plain and is former swamp land. The area is generally low lying with minimal surface gradient, and is prone to flooding.

There are a diverse range of business activities and land uses within the Greater Dandenong Green Wedge including: public utilities and infrastructure assets; industry; agriculture and nurseries; residential; education; recreation and sporting activities; public open space; cemeteries; animal boarding facilities; former landfill; religious facilities, and cultural organisations.

The Eastern Treatment Plant is located in the Greater Dandenong Green Wedge and is a major constraint for future development and a significant component of the current economic role of the Greater Dandenong Green Wedge. Melbourne Water discourages certain uses, including residential, near the Eastern Treatment Plant through the planning process (under the Environmental Significance Overlay – see Figure 5).

There are a significant number (127) of rural lifestyle properties in the Greater Dandenong Green Wedge, encompassing an area of 500 hectares. A number of small areas of residential subdivision have occurred within the Green Wedge in the Keys Road and Bangholme Lowlands Precincts providing for large dwellings with a rural setting. There are a number of vacant lots that may be developed in the future.

The Willow Lodge mobile home village accounts for the largest concentration of residents in the Greater Dandenong Green Wedge. The village is an intensively developed residential site with approximately 500 residents housed in 'mobile' dwellings. The village is also supported by a limited range of commercial and community facilities. Although the use is incompatible with the Green Wedge Zone, the village is considered an entrenched use and enjoys existing use rights under Clause 63 of the Greater Dandenong Planning Scheme.

INFRASTRUCTURE AND MOVEMENT

The accessibility of Greater Dandenong has ensured its role as a regional transport hub. The municipality is well serviced by an extensive network of freeways, roads and public transport. Key arterial roads bisect the municipality, including the Monash Freeway, EastLink Tollway, Princes Highway and the Dandenong Bypass, which have helped to determine the pattern and barriers of urban development.

Council is not directly responsible for public transport, but plays a role in advocating for improved public transport links and bicycle path networks. The Dandenong railway line is the major public transport link to Melbourne's CBD and is supplemented by numerous local and regional bus routes. The Westall Station Upgrade and Springvale Level Crossing Removal Project are among the recent improvements along the railway line. Despite these significant infrastructure investments, public transport is made more difficult by inadequate service frequencies (particularly on weekends and weeknights), a lack of ancillary infrastructure (such as seating and shelters at bus stops) and poor access to public transport services in some residential areas.

The City's bike path network is increasing each year as Council implements the 2008 Shared *Path Network Plan*. From 2004 to 2014 the bike paths in Greater Dandenong increased from 54 kilometres to



160 kilometres. Further resources are required to continue the implementation of Council's *Shared Path Network Plan*. Major regional bike trails running through the municipality include the 43 kilometre Dandenong Creek Bike Trail and the 35 kilometre EastLink Regional Bike Trail.

Plan Melbourne proposes numerous improvements to the metropolitan transport network, some of which are of relevance to Greater Dandenong. These include the South East Rail Link (freight), the Dandenong Rail Corridor Upgrade and the Port Rail Link and Western Port Highway Upgrade.

ENVIRONMENT AND OPEN SPACE

Within the City of Greater Dandenong, there is approximately 612 hectares of land owned or managed by Council for public open space, representing approximately 4.7 per cent of the gross area of the municipality. Additional open space will be created as part of the new major residential and industrial development areas in Keysborough and Dandenong South.

The majority of open space is in the north of the municipality near existing residential areas. In the municipality's south, there has historically been relatively less demand for open space, as these areas largely comprise green wedge and rural areas. An uneven distribution of open space has led to poor access to this important amenity in some parts of the municipality. According to Council's *Open Space Strategy* (2009), Noble Park, Springvale, Dandenong and Dandenong North contain significant residential areas without access to adequate public open space. Moreover, population growth will place further pressure on Greater Dandenong's existing open space network.

There are a number of areas of significant ecological value in the municipality, including wetlands and remnant woodlands and grassland communities. These sites are largely isolated, surrounded by urban development. Existing creeks and waterways provide important connections between patches of remnant vegetation. The vast majority of indigenous flora and fauna has been significantly depleted through past clearing for agricultural and residential development purposes. The remaining scattered trees and patches remnant vegetation are generally considered to be of local conservation significance. The large, old scattered red gums considered to be of high local conservation significance.

There are five main waterways in Greater Dandenong, which offer further recreational opportunities and hold particular significance for their conservation, regional drainage, biodiversity, flood management and water quality functions. These are Dandenong Creek, Mile Creek, Eumemmerring Creek, Mordialloc Creek and Patterson River. Water-quality issues in these creeks are common to many of Melbourne's urban streams.

HERITAGE AND CHARACTER

Greater Dandenong represents a conventional suburban character (a single one-storey dwelling on a quarter acre block), reflecting the predominant housing form that was originally developed within the municipality. However, new forms of infill housing have changed the original housing stock, including, 1960s walk-up flats, 1970s-1980s villa units, and more recent townhouse and apartment forms of multi-unit development (Hansen 2007: 37).

As illustrated in Figure 6 on the next page, interwar (1919-1938) and post-war (1945-1960) housing is concentrated at the east and west of the municipality, around the Dandenong and Springvale activity centres, and throughout the central transport and amenity spine of the municipality (the area generally bounded by Princes Highway and the railway line). Newer housing and subdivisions (1960s through to the present) have radiated out from the edges of this central growth corridor. Newer development is particularly concentrated to the north-east (Dandenong North) and to the south-west (Keysborough).

More recently, there has been significant population and housing growth on the periphery of the existing urban area as former and disused industrial sites and farming land are redeveloped for housing. These



include major broadhectare locations of Somerfield in Keysborough and the development of Metro 3175 and Meridian in Dandenong.

There has been pressure for dual occupancy, villa unit and townhouse forms of multi-unit development generally throughout the municipality. The highest concentration of older villa units, apartments and more recent multi-unit developments occur around the Dandenong, Noble Park and Springvale activity centres. This pattern of development reflects the proximity of these areas to services, shops and public transport, as well as the age and poor condition of some housing, which has facilitated recent redevelopment in these areas

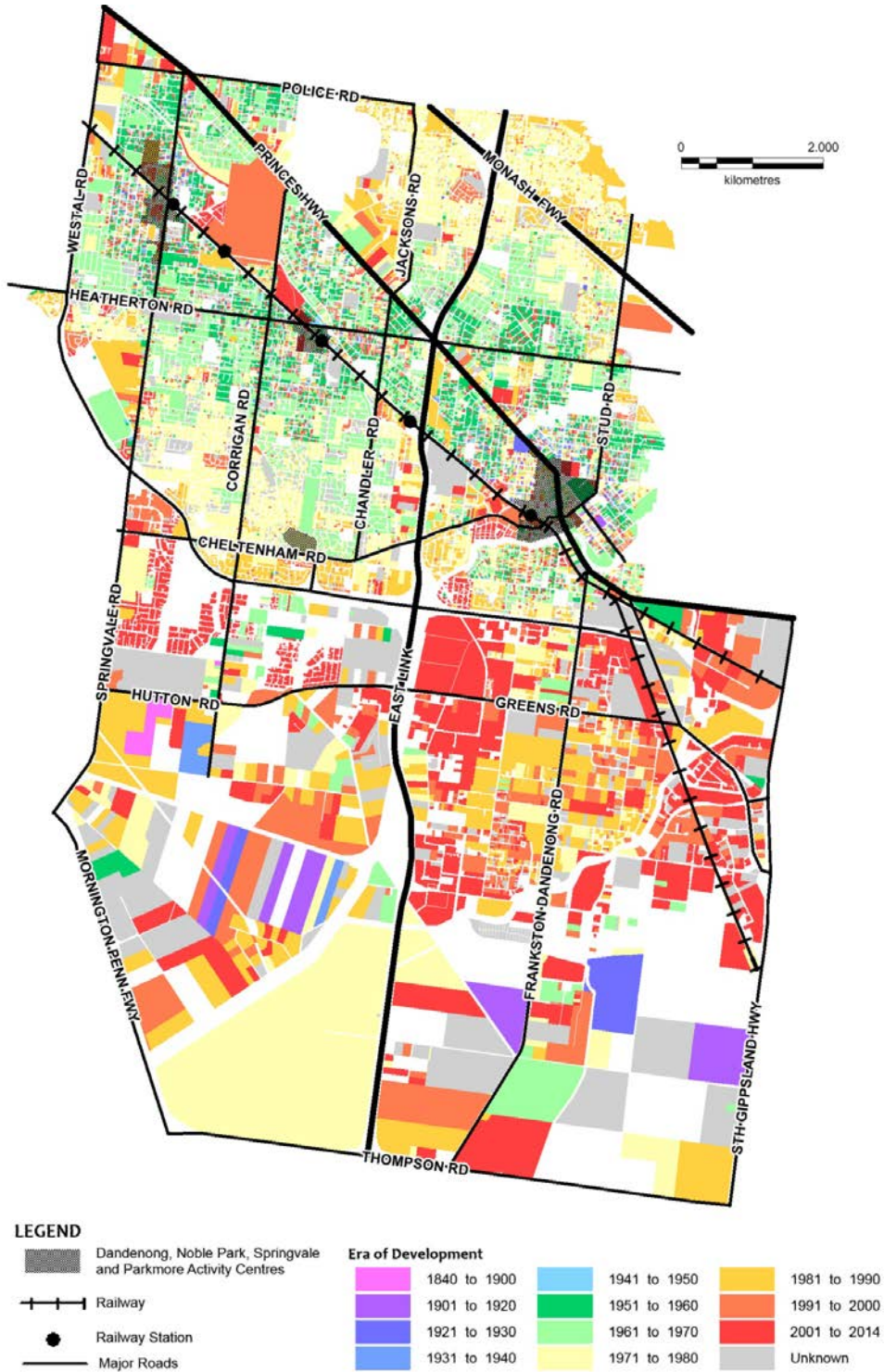
Building materials broadly reflect the age of development, with weatherboard houses being concentrated within the areas accommodating older housing stock (throughout the central spine of the municipality and around Dandenong and Springvale activity centres). Newer housing stock consists predominately of brick veneer cladding.

Greater Dandenong is home to a variety of Aboriginal and post-European settlement historical assets. Council's comprehensive heritage study assesses 96 places of heritage significance and has guided the application of planning controls to these sites (see Figure 3 for the application of the Heritage Overlay).

DRAFT



Figure 4: Era of Development in Greater Dandenong





3.2. DEMOGRAPHIC PROFILE

POPULATION

The population of Greater Dandenong remained relatively stable in the decade to 2005, before swelling from 128,000 to an estimated 147,000 in 2014 – an increase of 19,000, or 15 per cent. By 2014, the municipal population included an estimated 28,000 people aged 0-14 years, 19,000 people aged 15-24, 80,000 people aged 25-64, and 20,000 of retirement age.

AGE PROFILE

As shown below, the Greater Dandenong age profile is largely in line with trends across metropolitan Melbourne, with a slightly higher proportion of the population aged 65 and over. Greater Dandenong has a slightly younger age profile, with a median age of 35 (Melbourne's median age is 36).

Table 1: Key age groups

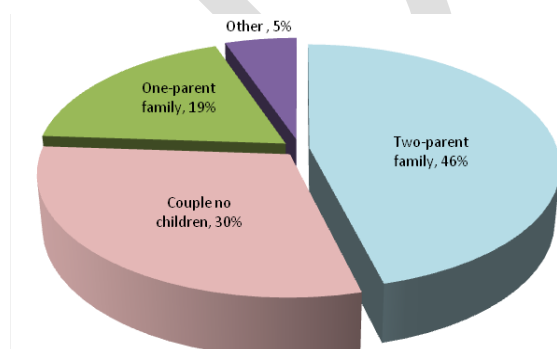
	Greater Dandenong	Melbourne Statistical Division
0-14	18.1%	18%
15-24	14%	13.9%
25-44	31%	31%
45-64	23.3%	24%
65 and over	13.9%	13.1%

Source: SGS (2013), *Mechanisms to Influence the Supply of Social and Affordable Housing*, prepared for the City of Greater Dandenong

FAMILIES

Nearly four-fifths of the 47,000 households in Greater Dandenong are families, and the balance single-person households. Among the 36,733 family households, 30 per cent are couples, 46 per cent couples with children, 19 per cent are headed by a single parent and 5 per cent are other family types.

Figure 5: Family types (Greater Dandenong, 2011)



Three-quarters of families with young children are headed by overseas-born parents – from countries such as Vietnam, Cambodia, India and Sri Lanka.



DISABILITY

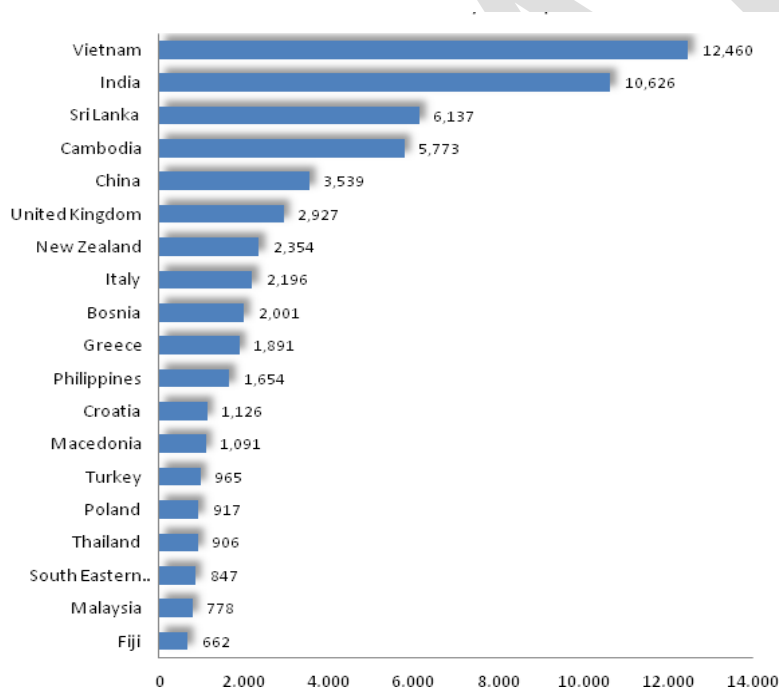
In 2011, the Census found that 6.6 per cent of people in Greater Dandenong – compared with 5 per cent across metro Melbourne – were living with a severe or profound disability, requiring daily assistance with mobility, communication or self-care. These included a third of residents aged 65+ and two-thirds of those over 85.

CULTURAL DIVERSITY

Greater Dandenong is the most culturally diverse municipality in Victoria, and the second most diverse in Australia, with residents from over 150 different birthplaces, well over half (60 per cent) of its population born overseas. Birthplaces include Vietnam, Cambodia, Sri Lanka, India, China, Italy, Greece, Bosnia, Afghanistan, New Zealand and Britain.

The number of Greater Dandenong residents born overseas rose by 13,700, or nearly a fifth, in the five years to 2011, including increases of over 6000 Indian-born residents, nearly 2000 Sri Lankans, 1100 Vietnamese and 900 Afghans. During the same period, the number of residents from Sudan halved to 800, accompanied by declines in the number of residents from the United Kingdom, Croatia, Greece and Italy.

Figure 6: Number of residents by birthplace (Greater Dandenong, 2011)



The diversity of this city is reflected in its blend of religious faiths, which include Buddhism, adhered to by 18 per cent of residents, Islam (11 per cent), Hinduism (4 per cent) and Christianity (50 per cent).



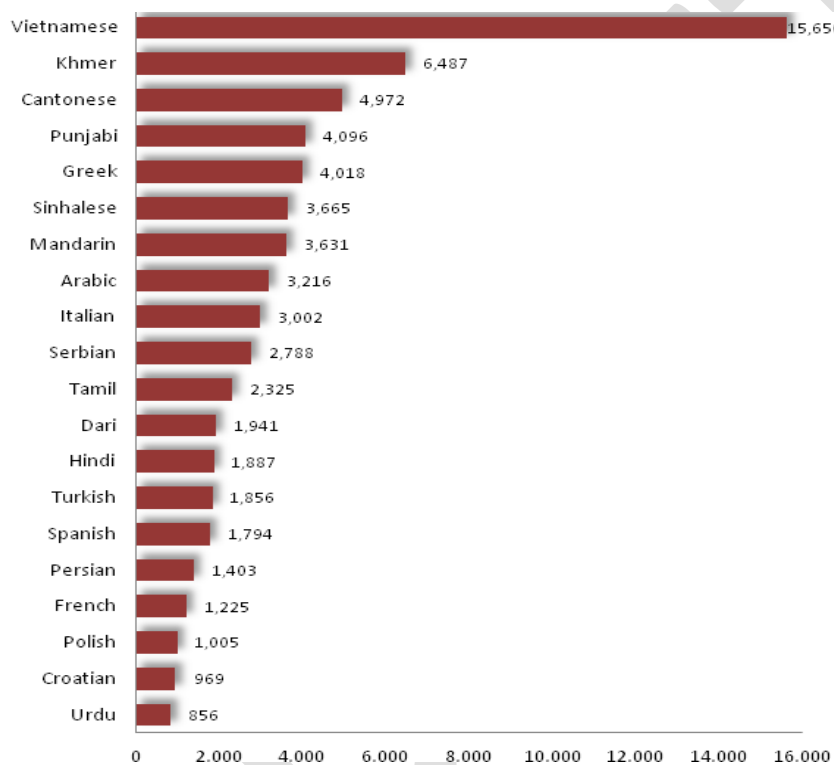
SETTLEMENT

In 2012-13, 2240 recently-arrived migrants settled in Greater Dandenong – the highest number of settlers in any Victorian municipality. A third of these people (numbering 720) were humanitarian immigrants, largely from Afghanistan, Sri Lanka, Iran and Pakistan.

SPOKEN LANGUAGES

In 2011, nearly two-thirds (64 per cent) of the residents of Greater Dandenong spoke languages other than English – the largest proportion in Victoria (31 per cent: metropolitan Melbourne) – including Vietnamese, Khmer, Chinese, Greek, Punjabi and Sinhalese.

Figure 7: Number of residents by spoken language (Greater Dandenong, 2011)



EDUCATIONAL OUTCOMES

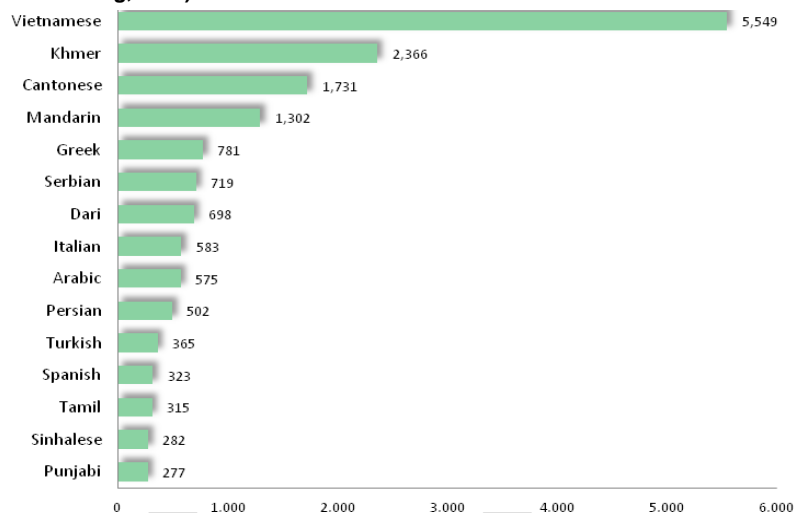
The 2011 Census revealed that 13 per cent of people aged 20-24 years in Greater Dandenong had left school before completing Year 11, compared with 10 per cent across metropolitan Melbourne. Sixteen per cent of 20 to 24 year olds were neither in paid employment nor enrolled in education – the second highest level in Melbourne, and substantially more than the corresponding metropolitan figure, of 10 per cent.



ENGLISH FLUENCY

One in seven residents (9000 people or 14 per cent of the population) has limited fluency in spoken English – four times the metropolitan level of 4 per cent. Substantial numbers of residents who speak Vietnamese, Khmer and Chinese languages have limited English fluency.

Figure 8: Number of residents with limited English Fluency (Greater Dandenong, 2011)

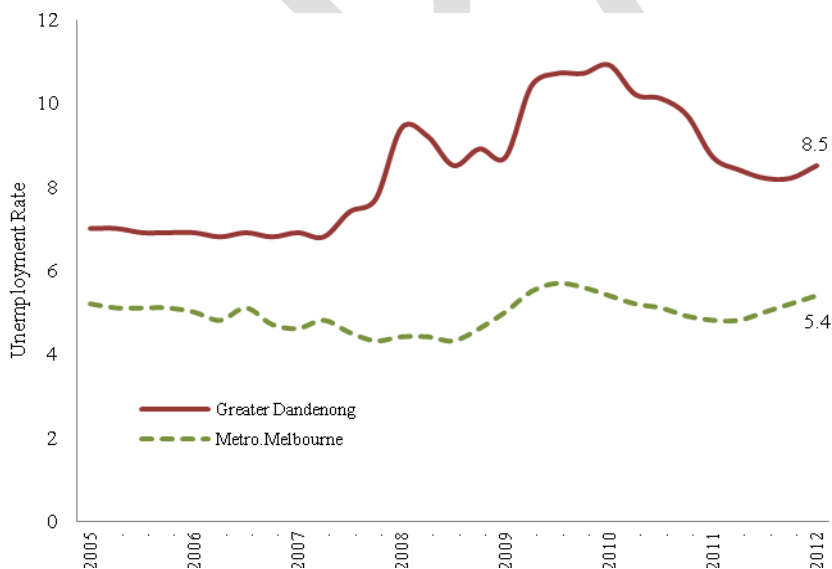


UNEMPLOYMENT

Unemployment rates have declined markedly in recent times, from 10.9 per cent in mid-2010, to 9 per cent by March 2013 - a level still substantially higher than the metropolitan rate of 5.6 per cent and representing 5600 residents.

This highlights relative socio-economic disadvantage in the municipality and suggests the resident population is at higher risk of experiencing financial stress, including housing stress.

Figure 9: Unemployment rates - Greater Dandenong and Metropolitan Melbourne (2005-2012)





UNPAID WORK

The 2011 Census found that 11 per cent of residents engaged in voluntary work on a regular basis, compared with 19 per cent across Victoria. In addition, 11 per cent of residents were providing unpaid assistance to someone with a disability (including 9 per cent of males and 14 per cent of females).

INCOMES

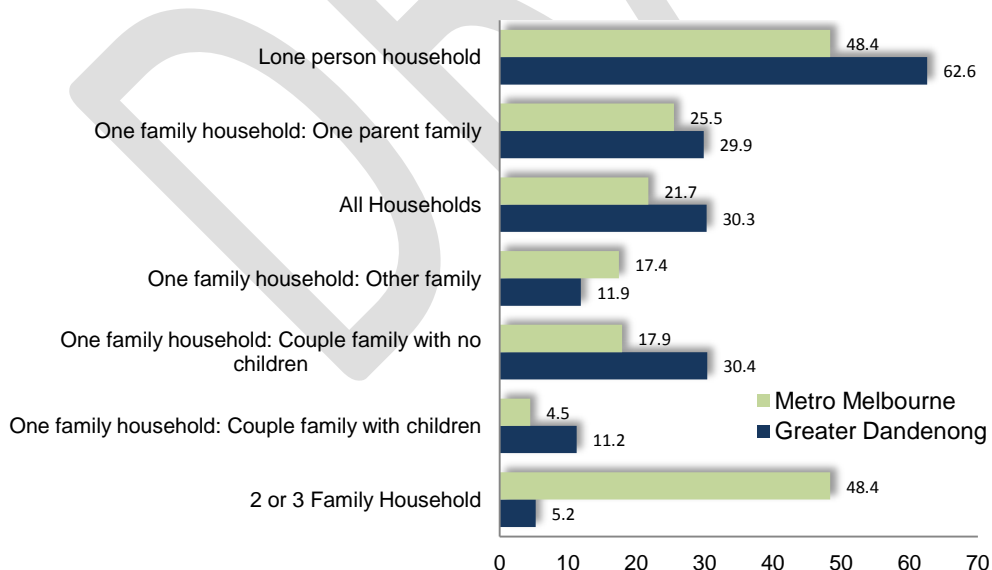
In 2011, the median weekly gross income among Greater Dandenong residents was \$395 – the lowest in Melbourne, and 67 per cent of the metropolitan average of \$592. Median income levels were \$307 for females, compared to \$533 among males.

Equivalised incomes are adjusted to reflect the cost of living of different household types and sizes, thereby allowing a comparison of the incomes of different household types and compositions. For a single person, the equivalised income equals their actual income. For other household types though, the equivalised income equals the income that a single person would have to receive to enjoy the same standard of living as that household.

Employing such measures, based on the findings of the 2011 Census, it may be seen that a higher proportion of residents receive relatively low incomes in Greater Dandenong, than across metropolitan Melbourne. Overall, 30 per cent of households in Greater Dandenong were in receipt of gross equivalised incomes less than \$300 per week, compared with 22 per cent across Melbourne.

Single person households most often received such low incomes, with 63 per cent of those in Greater Dandenong receiving incomes less than \$300 per week, compared with approximately a third of all households, one parent families and couples with no children, and little more than one in ten couples with children and other family types.

Figure 10: Per cent of households receiving equivalised incomes below \$300 per week (Greater Dandenong and metropolitan Melbourne, 2011)





Many household incomes are further diminished by gambling losses. In 2013-13, \$109 million was lost to electronic gambling machines (EGMs or pokies) in Greater Dandenong – equivalent to \$996 per adult in the municipality, and the highest rate of gambling losses in Victoria. Since gambling machines arrived in Victoria in 1992, more than \$2.4 billion (2013 dollars) has been lost to gambling machines in Greater Dandenong alone.

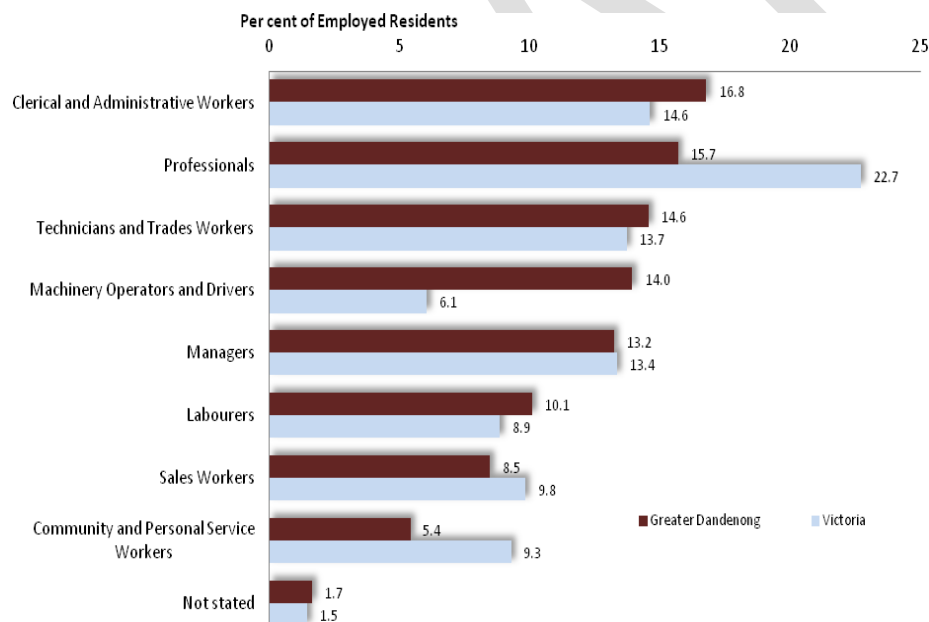
EMPLOYMENT OF RESIDENTS

In 2011, 54,000 residents of Greater Dandenong, or two-fifths of the population, were in paid employment.

Industries of employment included manufacturing, accounting for 12,345 jobs, or 23 per cent of resident employment; retail trade, representing 11 per cent of the employment of residents; and health care and social assistance (10 per cent). A notable difference between Greater Dandenong and Victoria was manufacturing which, at 23 per cent of jobs, accounted for twice the level of employment as for Victoria, where 11 per cent of employed people hold jobs in this sector.

The principal occupations of residents in Greater Dandenong in 2011 included labouring, accounting for 17 per cent of resident employment; technicians and trades, representing 16 per cent of jobs; and machinery operators and drivers (14 per cent) This pattern of occupations differs from Victoria in its higher proportion of labourers (17 per cent compared with 9 per cent in Victoria) and in the lower percentage of managers and professionals, which are both about half the Victorian levels.

Figure 11: Occupations (Greater Dandenong and metropolitan Melbourne, 2011)



THE PREVALENCE OF LOWER AND UPPER-INCOME HOUSEHOLDS IN GREATER DANDENONG

For the purpose of this report, *lower-income households* are defined as those earning an equivalised income equal to or lower than the lower quartile of Victorian households (\$427 per week). That is, households which, after taking into account the normal requirements of a household of that size and



composition, experience a standard of living equal to, or lower than, the least affluent 25 per cent of households in Victoria.

In Greater Dandenong, 16,012, or 35 per cent of households fell into this category in 2011 – the highest proportion of all municipalities in Melbourne.

Upper-income households are defined as those in receipt of an equivalised income equal to or above the upper quartile of Victorian households (\$1203 per week). These are households which, after taking into account the normal requirements of a household of that size and composition, are receiving an income which affords them a standard of living equal to, or above, that of the most affluent 25 per cent of households in Victoria.

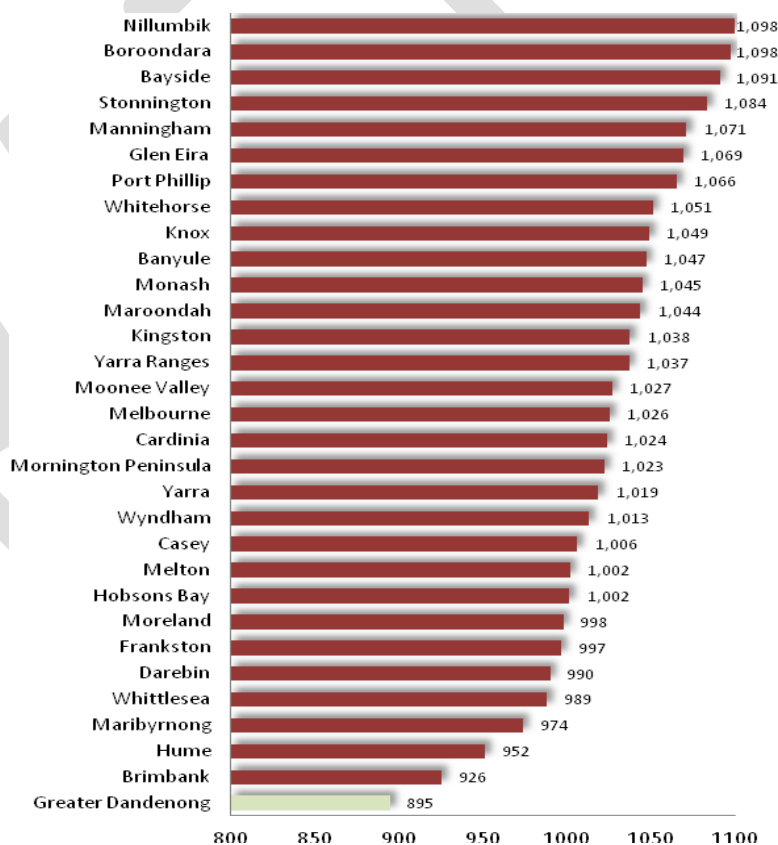
In Greater Dandenong, in 2011, 4958 or 11 per cent of households fell into this category – the lowest proportion of all municipalities in metropolitan Melbourne.

SEIFA INDEX AND DISADVANTAGE

The 2011 Index of Relative Socio-economic Disadvantage, based on the findings of the 2011 Census, is an overall measure of social and economic disadvantage based on educational levels, unemployment, incomes, English fluency, home ownership and other considerations.

According to this index, Greater Dandenong was rated as the most disadvantaged municipality in Victoria – as it also was in 2001 and 2006. The 2011 index for each metropolitan municipality is illustrated at right.

Figure 12: SEIFA Index of Relative Socio-economic Disadvantage: Melbourne LGAs, 2011



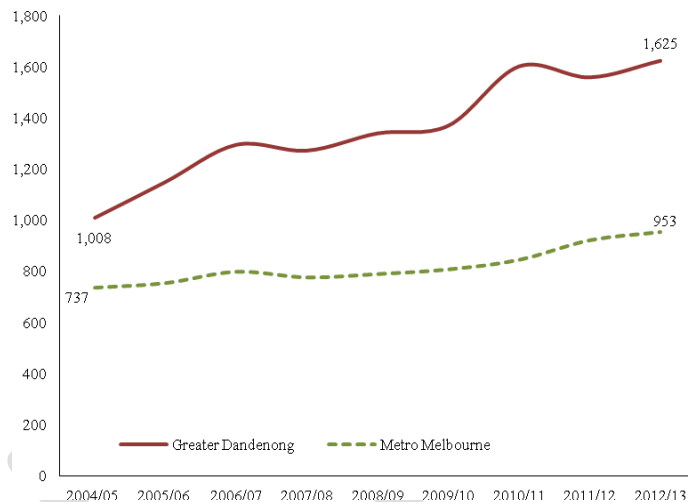


CRIME

In 2012–13, crime rates in Greater Dandenong were 43 per cent higher than metropolitan Melbourne for overall offences, 77 per cent higher for drug offences, 71 per cent higher for violent offences and 25 per cent higher for property offences.

During the past eight years, the level of violent offences in Greater Dandenong has risen by nearly two-thirds, while drug offence rates have risen by just over a third.

Figure 13: Rates of violent crime (Greater Dandenong and metropolitan Melbourne, 2004-2013)

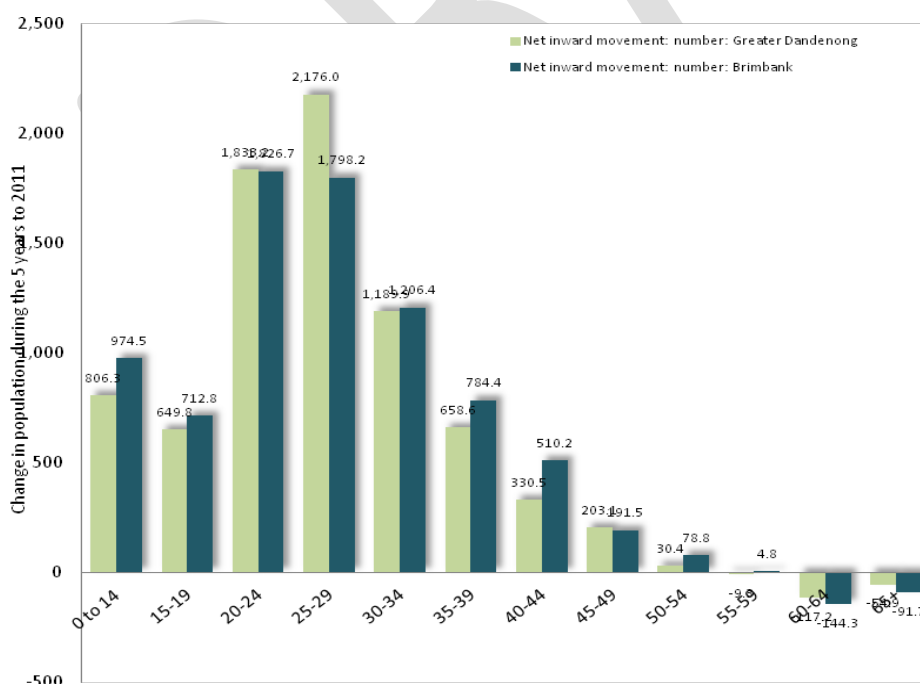


POPULATION MOBILITY

Measures of the number of people who moved into and out of Greater Dandenong from 2006 to 2011, reveal the net inward movement (movement in minus movement out) is largely accounted for by younger adults. Those aged 20 to 39 represent three-quarters of the net inward movement of 7700 people during that five-year period.

In the diagram below, the net movement of residents into Greater Dandenong and Brimbank are compared to illustrate the similarity in this pattern between these comparable municipalities.

Figure 14: Rates of inward and outward movement of residents, by age (Greater Dandenong and Brimbank, 2006-2011)





By contrast, movement into inner-urban Yarra consists largely of the settlement of young adults without accompanying children, while net movement into outer-urban Casey, includes young to middle-aged adults and their children.

Figure 15: Rates of inward and outward movement of residents, by age (Yarra and Casey, 2006-2011)

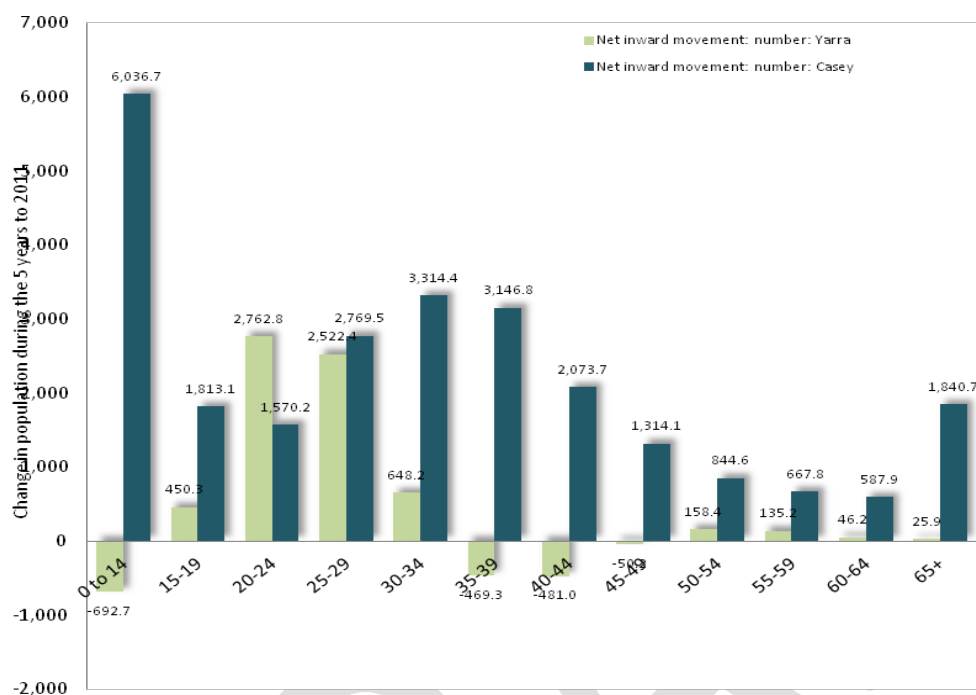


Table 2: One-year mobility by suburb (Greater Dandenong, 2011)

Levels of mobility differ widely among the suburbs of Greater Dandenong. The proportion of people residing in private dwellings, who had changed address in the year before the 2011 Census, reached 40 per cent in Dandenong South and 23 per cent in Dandenong, declining to its lowest level, of 13 per cent, in Keysborough and Noble Park North.

	Some or all occupants had moved in past year
Dandenong	23
Dandenong North	14
Dandenong South	40
Keysborough	13
Noble Park	17
Noble Park North	13
Springvale	18
Springvale South	14
Greater Dandenong	17



SUBURBS OF GREATER DANDENONG

The table on the next page highlights variations in population and social conditions across Greater Dandenong.

For instance, Dandenong features higher levels of migrant settlement and cultural diversity than Greater Dandenong, lower median incomes, rates of early school leaving almost twice those of the municipality, high levels of crime and twice its proportion of flats. Nearly half (48 per cent) of the 8400 homes in Dandenong are flats, twice the proportion across Greater Dandenong and four times the metropolitan percentage. Nearly a half (45 per cent) of homes in the suburb are owned or being purchased by their occupants – fewer than the corresponding metropolitan level of 71 per cent. Median individual gross incomes, of \$363 per week recorded in the 2011 Census, were the lowest in Greater Dandenong and 61 per cent of metropolitan levels.

In contrast, Keysborough has lower levels of migrant settlement and cultural diversity, higher levels of English proficiency, substantially greater incomes and lower rates of early school leaving, than Greater Dandenong. Median individual gross incomes of \$482 per week recorded in the 2011 Census, are the highest in Greater Dandenong and over four-fifths (81 per cent) of metropolitan levels. Of the 6130 homes in Keysborough, just 1.5 per cent are flats, far lower than the proportion across Greater Dandenong of 21 per cent, or the metropolitan level of 11 per cent. 84 per cent of homes in the suburb are owned or being purchased by their occupants – higher than the metropolitan level of 71 per cent.

Table 3: Suburbs of Greater Dandenong, findings from the 2011 Census

	DANDENONG	DANDENONG NORTH	KEYSBOROUGH	NOBLE PARK	NOBLE PARK NORTH	SPRINGVALE	SPRINGVALE SOUTH	BANGHOLME	DANDENONG SOUTH	GREATER DANDENONG	METRO MELBOURNE
POPULATION 2012	24,919	21,910	19,885	28,377	7,390	19,771	12,184	797	358	135,605	3,999,982
AGE PROFILE	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent
0-4	8.2	6.4	6.1	6.7	5.7	5.7	63	1.6	8.9	6.6	6.5
5-14	11.0	12.1	13.3	10.6	12.2	10.8	12.8	4.1	10.9	11.6	12.0
15-24	14.1	13.8	14.2	13.0	13.2	14.9	15.7	5.5	12.3	14.0	13.8
25-64	53.7	53.2	54.5	54.9	54.3	53.1	53.6	38.4	64.2	55.9	54.6
65+	13.0	14.4	11.9	14.8	14.6	15.5	11.7	50.3	3.9	14.0	13.1
BIRTHPLACES	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent
Australia	33.0	47.7	47.4	39.9	48.5	31.2	40.5	62.1	46.4	40.4	66.8
Afghanistan	6.6	2.1	0.3	0.7	0.6	0.3	0.2	0.0	10.3	0.2	
Cambodia	0.5	1.1	7.0	4.4	1.8	5.5	12.4	0.4	0.0	4.3	0.3
China	3.5	1.5	2.1	1.9	1.3	5.2	2.0	0.0	1.3	2.6	2.4
India	12.1	5.0	4.6	9.0	3.9	11.1	4.3	1.1	10.7	7.8	2.8
Vietnam	0.9	2.6	10.6	8.5	4.1	22.3	19.4	0.0	1.3	9.2	1.8
% Born overseas	67	52	53	60	52	69	59	38	54	60	33
Persons who settled in past 2.5 years (%)	12	5	3	7	4	8	4	0	5	7	3
SPOKEN LANGUAGES	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent	Per cent
Speaks English only	29.3	44.4	41.4	38.6	44.8	21.5	28.7	87.2	50.3	35.5	69.5
Arabic	3.6	4.6	1.1	1.9	3.4	0.9	1.1	0.0	3.5	2.4	1.7
Cantonese	0.9	1.1	4.9	2.8	1.9	8.7	7.2	0.0	0.0	3.7	1.9
Dari	5.0	1.5	0.3	0.6	0.7	0.2	0.1	0.0	13.2	1.4	0.2
Khmer	0.6	1.5	7.9	5.6	2.0	4.8	13.8	0.9	0.0	4.8	0.3
Vietnamese	1.1	3.8	14.0	11.0	5.5	25.7	25.1	0.0	0.9	11.5	2.2
% speak languages other than English at home	70.7	55.6	58.6	61.4	55.2	78.5	71.3	12.8	49.7	64.5	30.5
% population with limited English proficiency	14.1	8.4	12.0	13.1	9.0	21.9	20.2	1.0	6.9	14.0	4.3
% 20-24 YEAR OLDS WHO COMPLETED YR 10 OR LESS	20.2	13.6	8.7	12.8	13.4	8.8	9.2			12.8	9.8
INCOMES (MEDIAN WEEKLY GROSS INCOME)	\$363 p.w.	\$430 p.w.	\$482 p.w.	\$405 p.w.	\$440 p.w.	\$328 p.w.	\$376 p.w.	\$376 p.w.	\$469 p.w.	\$395 p.w.	\$592 p.w.
FAMILIES & HOUSEHOLDS	% of families	% of families	% of families	% of families	% of families	% of families	% of families	% of families	% of families	% of families	% of families
Two-parent family	46	48	54	41	44	43	48	20	54	46	47
Couple no children	31	30	27	32	31	31	26	63	31	30	34
One-parent family	17	19	14	21	20	19	21	11	14	19	15
Other	6	4	4	6	5	7	5	6	0	5	4
Total Families	100	100	100	100	100	100	100	100	100	100	100
Single Person Households (number)	2230	1420	859	2,766	515	1428	628	252	70	10,170	333,281
% Families with children 1-parent	2	28	21	34	31	31	31	36	21	29	24
HOUSING STRUCTURE (% of Occ. Dwellings)											
Separate house	43.6	87.7	86.1	57.0	92.0	71.3	79.9	21.3	41.0	68.9	79.4
Semi-detached	8.1	3.8	12.4	9.8	1.7	11.3	9.3	0.0	0.0	8.4	9.7
Flat	48.2	8.5	1.5	33.1	6.1	15.6	9.6	0.0	2.2	21.3	10.6
Other	0.1	0.1	0.1	0.1	0.2	1.8	1.3	78.7	56.8	1.4	0.3
Total Occupied Dwellings (number)	8404	7345	6130	10,215	2593	6489	3,729	445	139	45,490	3,744,183
HOUSING TENURE (% of Occ. Dwellings)											
Owned	24.4	36.8	38.2	31.4	38.1	36.8	39.2	79.9	7.8	34.1	33.5
Being purchased	20.8	36.3	45.4	29.2	34.1	24.2	35.3	6.5	30.5	30.9	37.7
Rented: Govt, Co-op, Church	6.8	5.9	1.7	5.2	6.0	1.7	2.8	0.0	0.0	4.4	3.0
Rented: Private	47.2	20.0	13.5	33.6	21.5	35.4	22.0	12.2	61.7	29.6	24.9



3.3. HOUSING PROFILE

HOUSING TYPE

In 2011, 70 per cent of households in Greater Dandenong were detached, 22 per cent were flats and 7 per cent semi-detached (compared to 72 per cent, 16 per cent and 12 per cent respectively across Melbourne). The distribution of housing structure varies widely across Melbourne: two in 10 dwellings in Yarra are detached, compared with nine in 10 across Casey.

Patterns of housing structure also vary across the suburbs of Greater Dandenong, with flats accounting for a high proportion of private dwellings in Dandenong and Noble Park, and separate houses more common in Dandenong North, Keysborough and Noble Park North.

Table 4: Housing Structure - suburbs of Greater Dandenong (2011)

Suburb	Separate house	Caravan cabin	House attached to shop office	Flat	Semi Detached	Improvised home or tent	Total
Dandenong	42.8	0.0	0.1	48.9	8.1	0.1	100
Dandenong North	87.2	0.0	0.1	8.7	3.9	0.0	100
Dandenong South	34.8	58.2 ²	1.6	3.8	0.0	1.6	100
Keysborough	85.9	0.0	0.0	1.6	12.5	0.0	100
Noble Park	56.2	0.0	0.1	33.8	9.8	0.0	100
Noble Park North	91.8	0.0	0.2	6.2	1.7	0.0	100
Springvale	70.6	1.6	0.3	16.2	11.4	0.0	100
Springvale South	79.5	1.1	0.1	9.7	9.6	0.0	100
Greater Dandenong	68.5	0.5	0.1	22.2	8.6	0.0	100

Nearly half (49 per cent) of the growth in private dwellings in Greater Dandenong during the five years to 2011 consisted of units, houses and semi-detached dwellings accounting for about a quarter of the growth.

² The proportion of caravans and cabins in Dandenong South is high because of the Willow Lodge mobile home village. The village is an intensively developed residential site with approximately 500 residents housed in 'mobile' dwellings



HOUSEHOLD TYPES

In 2011, 36 per cent of households in Greater Dandenong were occupied by two-parent families, 24 per cent by couples, 15 per cent by one-parent families, 22 per cent by one-person and 3 per cent by other household types. Variation in the mix of household types, among the suburbs of this municipality, is illustrated in the table below.

Table 5: Household types - suburbs of Greater Dandenong (2011)

	One parent family	Two parent family	Couple	Single
Dandenong	11	29	17	23
Dandenong North	13	35	21	18
Dandenong South	6	19	9	39
Keysborough	11	46	21	13
Noble Park	14	27	20	25
Noble Park North	14	33	22	18
Springvale	13	32	20	20
Springvale South	16	38	18	16
Greater Dandenong	13	33	20	20

The blend of private dwellings of different sizes varies across Greater Dandenong. The proportion of dwellings that have fewer than two bedrooms is higher in Springvale and Noble Park, as well as Dandenong South (due to the cabin park in that locality), while the proportion of homes with five or more bedrooms is highest in Keysborough.

Table 6: Per cent of private dwellings (Greater Dandenong, 2011)

	NONE OR 1 BEDROOMS	5 OR MORE BEDROOMS
Dandenong	5	3
Dandenong North	2	4
Dandenong South	52	3
Keysborough	1	7
Noble Park	7	2
Noble Park North	2	3
Springvale	9	4
Springvale South	2	5
Greater Dandenong	5	4



OVERCROWDING

In 2011, 4415 people, or 3.5 per cent of Greater Dandenong residents in private dwellings, were living in overcrowded conditions.

For the present purpose, overcrowding is defined as either:

- four or more peoples in dwellings with one or no bedrooms
- six or more people in dwellings with two bedrooms
- seven or more people in dwellings with three bedrooms.

Both the number and proportion of residents living in overcrowded conditions in this municipality was the highest in Victoria and nearly four times the state level, of 0.9 per cent.

Levels of overcrowding across metropolitan Melbourne are illustrated in the figure on the next page. Darker shades represent higher proportions of residents living in overcrowded conditions. Higher rates of overcrowding are found in the south-east, north and northwest regions of Melbourne.

Most people in overcrowded conditions in Greater Dandenong live in separate houses, own or are purchasing their accommodation, and are members of families with children.

Overcrowding in Greater Dandenong is most prevalent among residents from Burma, Sudan and Afghanistan, and lowest among Chinese and Sri Lankan-born residents (diagram at right).

Such conditions are also most widespread among recently-arrived settlers, reaching 9 per cent among those who had settled in Australia in the six months before the 2011 Census.

Figure 16: Number of residents living in overcrowded private dwellings, by municipality (2011)

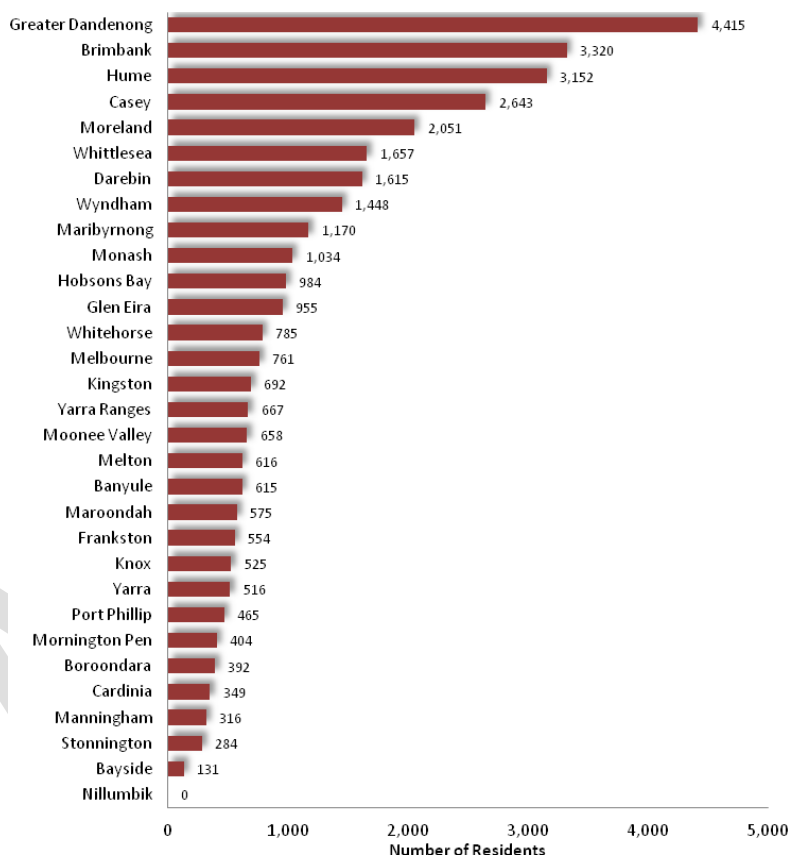


Figure 17: Per cent of residents living in overcrowded conditions by birthplace (Greater Dandenong, 2011)

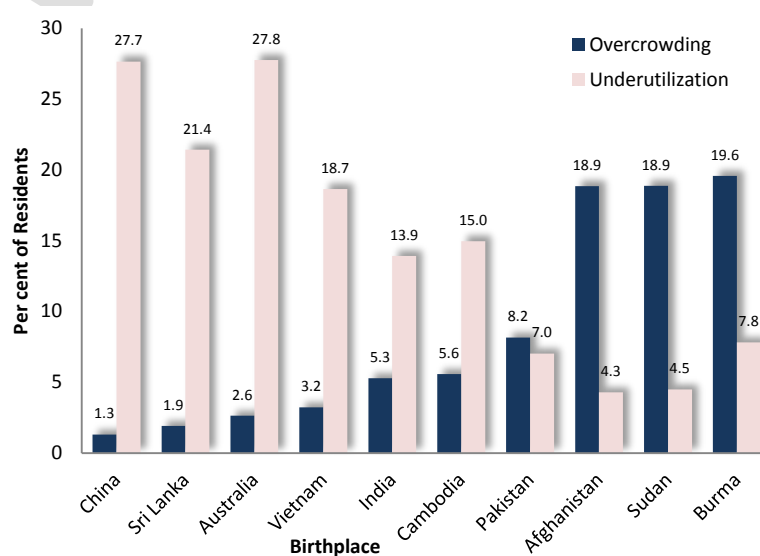
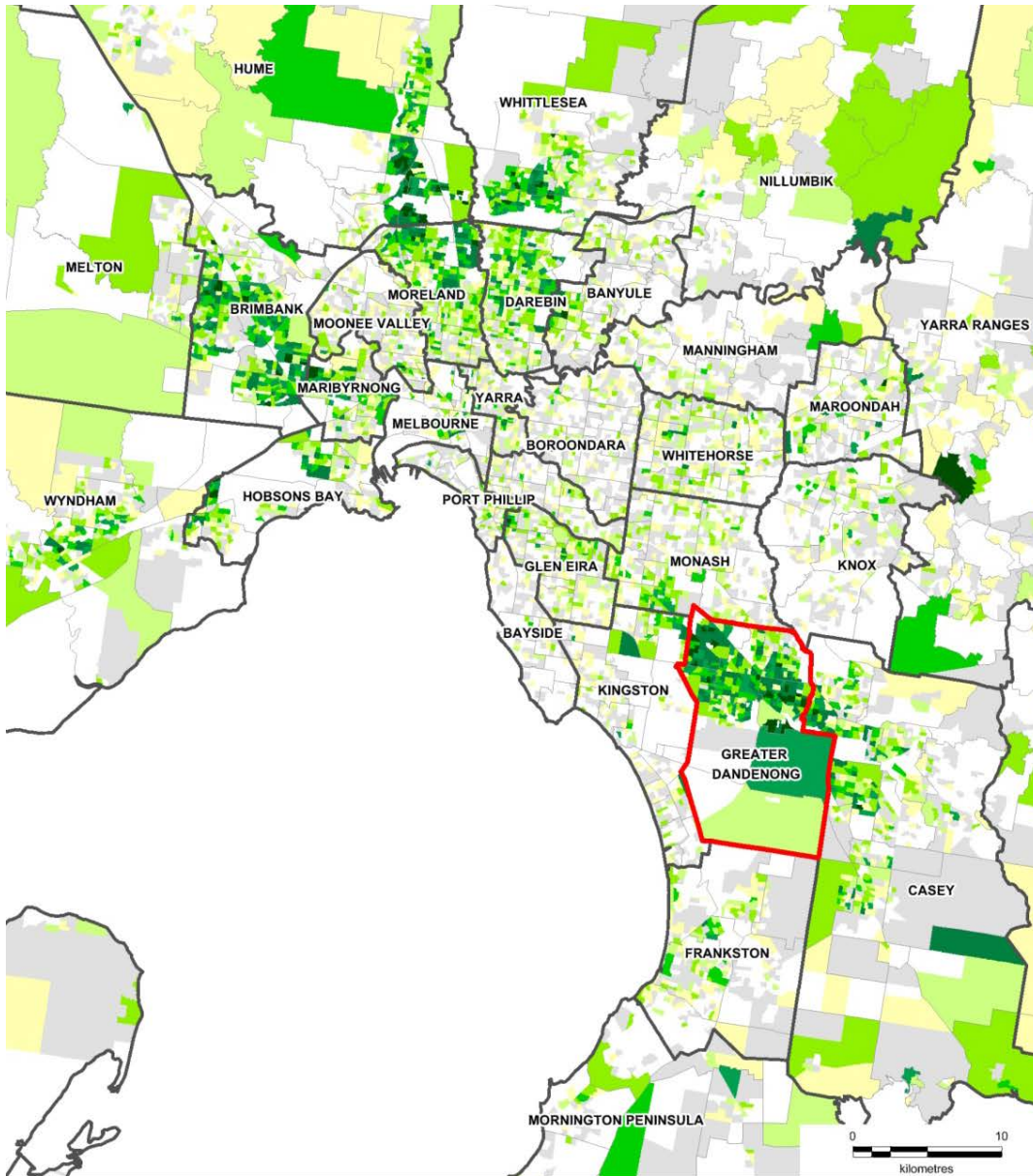




Figure 18: Per cent of people living in overcrowded private dwellings (Metropolitan Melbourne, 2011)



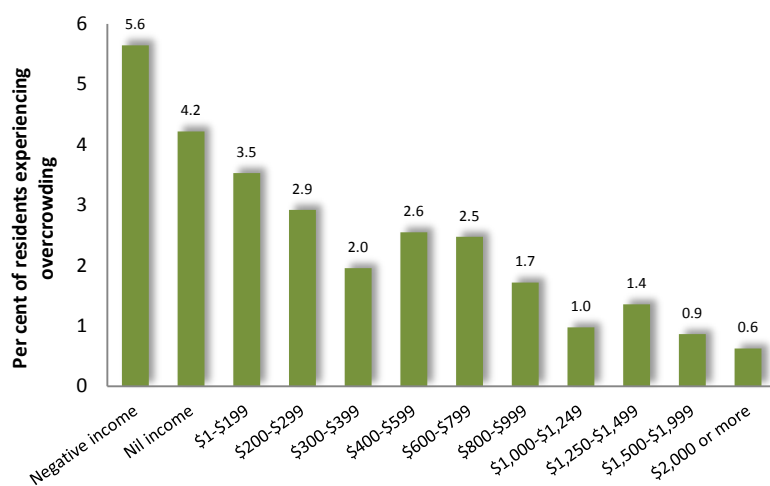
Overcrowding has been defined as:

- 4 or more people in dwellings with 0-1 bedrooms
- 6 or more people in dwellings with 2 bedrooms
- 7 or more people in dwellings with 3 bedrooms.



The proportion of residents who are living in overcrowded conditions was highest among those receiving lower incomes, and declined with increasing income level. Average incomes among residents in overcrowded conditions stood at \$282 per week, compared with \$485 among other residents.

Figure 19: Per cent of residents living in overcrowded conditions by median personal income (Greater Dandenong, 2011)



HOUSING UNDERUTILISATION

As a by-product of these inquiries, the proportion of residents living in conditions where their housing was 'underutilized' was also determined. Underutilisation is defined as either:

- one person in a two-bedroom house
- among houses of increasing bedroom numbers, those residing in a dwelling where there are fewer persons than bedrooms
- all persons in dwellings with 10 or more bedrooms.

Overall, 26 per cent of residents in Greater Dandenong were found to be residing in underutilised dwellings – a proportion that rose from 20 per cent of residents in Dandenong to 31 per cent in Keysborough. Such underutilisation was more common among residents of flats (28 per cent) than of those in separate houses (18 per cent). A total of 27,000 residents were living in such conditions of underutilisation, including 27,000 in separate houses, 4,000 in flats and 2,000 in townhouses.

Most (85 per cent) of residents living in underutilised dwellings were either couples or one-person households.

Living in an underutilised dwelling was most common among residents born in Australia and China (at about 27 per cent each) and least prevalent among those born in Pakistan, Afghanistan, Burma and Sudan. Similarly, underutilisation was most common among residents who had either been born in Australia or who had resided in this country for a decade or more.

Median gross personal incomes among residents living in circumstances of underutilisation stood at \$485 per week – nearly twice the median of \$282 among residents in overcrowded conditions.

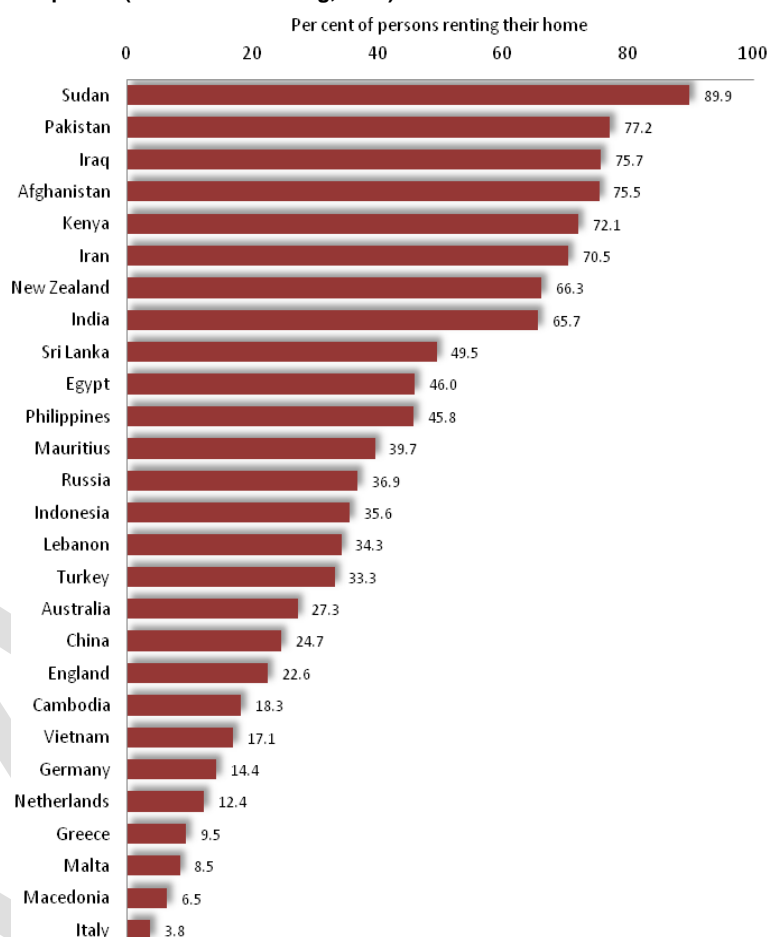


HOUSING TENURE

More than one-third (34 per cent) of the 45,500 occupied private dwellings in Greater Dandenong counted in the 2011 Census, are fully-owned by their occupants, nearly a third are being purchased (31 per cent), and most of the rest rented. The extent of home ownership or purchase in Greater Dandenong is slightly lower than metropolitan Melbourne, where 71 per cent of homes are either owned or being purchased by their occupants. The percentage of homes in Greater Dandenong that are rented from community agencies or the government rose from 2.9 per cent in 1996, to 4.4 per cent in 2011 (metropolitan Melbourne: 3 per cent).

Home ownership levels are lowest among recent settlers: 90% of Sudanese residents and over 75% of those from Afghanistan, Iraq and Pakistan renting their accommodation, compared with fewer than one in ten from Italy, Greece, Malta or Macedonia (accompanying diagram).

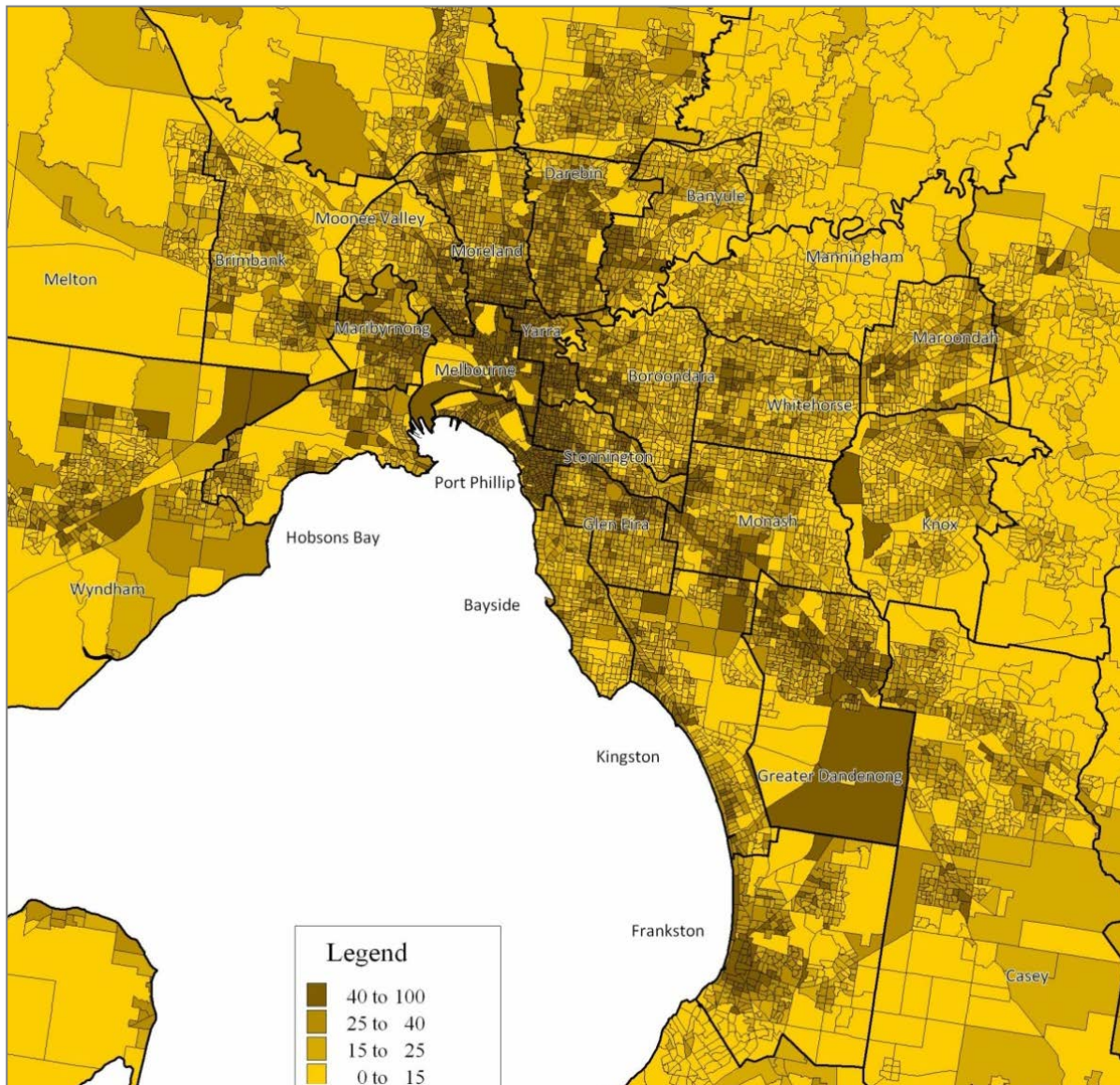
Figure 20: Per cent of persons renting their homes, by selected birthplaces (Greater Dandenong, 2011)





The map below, illustrates the distribution of rental dwellings throughout metropolitan Melbourne. Notably, rental housing is largely concentrated in the inner-urban areas, as well as in parts of the north, west and south-east of Melbourne – particularly Clayton, and the Greater Dandenong suburbs of Springvale, Noble Park and Dandenong.

Figure 21: Distribution of Rental Housing: metropolitan Melbourne, 2011

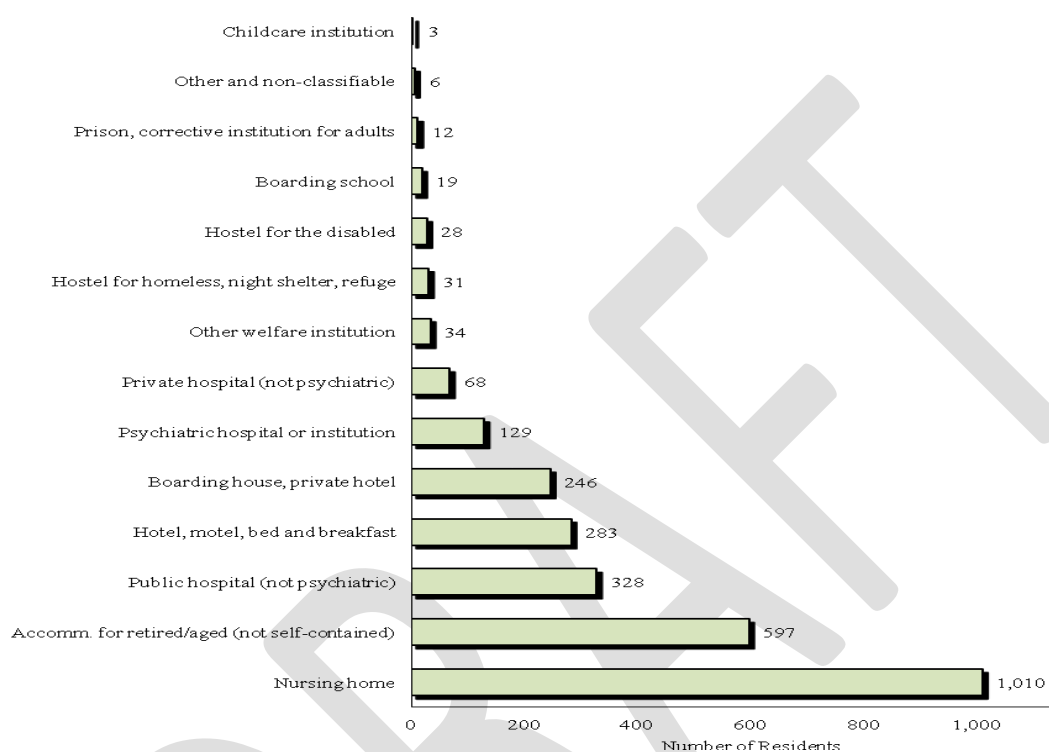




NON-PRIVATE ACCOMMODATION

In 2011, 2,794 residents of Greater Dandenong resided in non-private dwellings, 36% of them in nursing homes, 21% in retirement accommodation, 14% in hospitals, 10% in hotels or motels, 9% in boarding houses and 5% in psychiatric hospitals.

Figure 22: Type of non-private accommodation (Greater Dandenong, 2011)

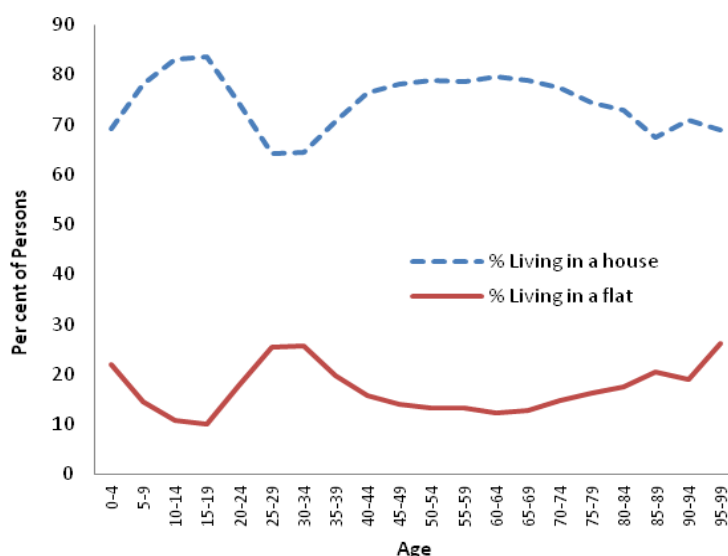


OLDER PEOPLE AND HOUSING

In 2012, approximately 14,500 people in Greater Dandenong – or 10 per cent of its population – were aged 70 or more. In the decade to 2022, this number is expected to increase by 5500, or 38 per cent, to 20,000. Meantime, the population aged 85 or more is forecast to swell from 2600 to 4000 – a rise of 55 per cent.



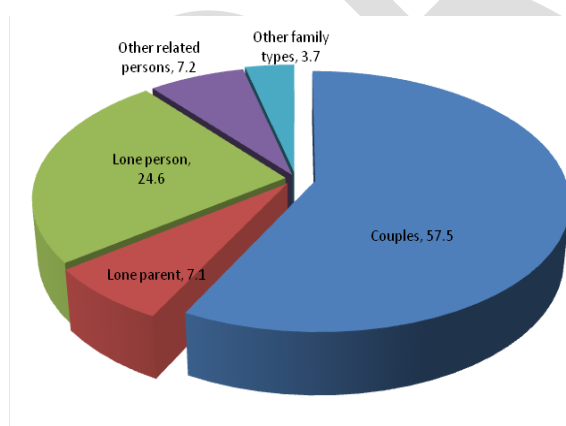
Figure 23: Per cent of Residents living in flats and separate houses, by age: Greater Dandenong, 2011



There is no substantial foundation for the view that an ageing population will raise demand for housing suited to one and two-person households as older people “downsize”. Rather, the 2011 Census found that the proportion of residents living in separate houses declined only modestly with age, from 79 per cent among those aged 50 to 54, to 75 per cent among those aged 80 to 84.

More than half (58 per cent) of older residents aged 65 or more live with a partner and a quarter (25 per cent) live alone. Most of the others are lone parents³, who either live with other relatives or in group homes.

Figure 24: Household types, people aged 65+ (Greater Dandenong, 2011)



Approximately 3200 residents aged 70 or more live alone, 1100 residents from Australia, 280 from Italy, 230 from England, 110 from India, and 100 from Sri Lanka.

³ Includes single older persons living with their children.



Over four-fifths (82 per cent) of older residents aged 70 or more own or are buying their home – similar to the metropolitan level of 87 per cent. Within Greater Dandenong, this proportion ranges from less than 70 per cent of residents from India or Sri Lanka to more than 90 per cent among those from Italy, Malta and Macedonia.

Housing-related financial stress (see Section 2.4) is an especially acute issue for residents, with the Census 2011 findings showing that nearly a third (32 per cent) of older people living on their own who were renting were experiencing financial stress – that is, after paying rent, left with an income that would afford them a standard of living equivalent to a two-parent family with children in receipt of just 20 per cent the median Victorian household income.

HOUSING AND DISABILITY

In 2011, one in 15 Greater Dandenong residents (6.6 per cent, compared with 5 per cent across Victoria) had a severe or profound disability. The ageing of the population will raise the percentage of disability well into the future, with the number of disabled residents expected to rise by 1950 in the decade to 2023.

The findings of the 2011 Census indicate that nearly a quarter (23 per cent) of residents aged 70 or more in Greater Dandenong, or 4150 individuals, live with a profound or severe disability. Disability rates range from one in six (14 per cent) among people aged 65-74, to nearly two-thirds (62 per cent) of those aged 85 or more. For most age groups, rates of reported disability are greater among women than men.

Of all persons with a disability in Greater Dandenong, 82 per cent (or 6,972) live in private dwellings and 18 per cent (1500) in non-private settings, such as a nursing home or other age accommodation.

The pattern of private housing tenure among disabled residents of Greater Dandenong is much the same as for the wider population. The 2011 Census recorded that approximately two-thirds (69 per cent) of disabled residents living in private dwellings, owned or were purchasing their home, while a third rented.

The pattern of private housing types occupied by people with a disability is also unremarkable, with a similar proportion of disabled and non-disabled residents living in separate houses, flats and other housing types.

HOUSING AND ASYLUM SEEKERS

It is widely recognised that asylum seekers are amongst the most vulnerable members of the community due to a range of complex issues such as financial disadvantage, social isolation, lack of physical access to long term support networks, inaccessibility of many general community support services, lack of proficiency in English language, general life instability together with risk of future detention or deportation.

The conditions and entitlements of people who are seeking asylum and living in the community vary depending on the Federal Government policy at the time of their arrival (and potentially other factors). The majority of asylum seekers in Greater Dandenong have been offered 'bridging visas' (approximately 90%) where they can live within local communities. Those on 'bridging visas' are generally provided with some housing assistance during their first six weeks after arrival (funded by the Federal Government). After this time they are required to access their own housing (most commonly in the form of 'share housing arrangements' via the private rental market). Given that most asylum seekers have limited income and no employment rights this financial disadvantage places significant pressures on their ability to access private housing.

The lack of access to affordable, stable and appropriate housing options for asylum seekers has resulted in an increased demand on private affordable housing stocks locally and also creates risks of overcrowding or exploitation. There are also concerns about health and wellbeing repercussions



associated with asylum seekers living in unstable or unsuitable housing arrangements – especially given an increase in women and children within the community. It has additional flow-on effects where local services and community aid agencies are seeing unprecedented demand for assistance in areas of housing and basic necessities.

It is estimated that there are currently approximately 2,000 people within the Greater Dandenong community that are currently seeking asylum. In 2013, people seeking asylum largely originated from areas in and around Afghanistan, Sri Lanka, and Iran. From 2008 to 2013 people seeking asylum were predominantly individual men, many with families seeking repatriation. In more recent years there have been larger numbers of women and children seeking asylum. As existing community links are a key driver in determining the area in which they settle, asylum seekers continue to move into Greater Dandenong and to a lesser extent, the City of Casey. Understandably, people seeking asylum seek to be physically located closer to their families and existing support networks.

POPULATION AND HOUSING

Recent population growth is largely the consequence of residential developments in Keysborough South, Metro 3175 and Meridian, as well as construction in dispersed locations throughout Greater Dandenong. The past, current and projected populations of Greater Dandenong are illustrated in the figure to the right. In the absence of new housing the municipality's population would decline, as the ageing of residents raises the number of older couple-only and single-person households.

Figure 25: Actual and forecast population (Greater Dandenong, 1996-2022)



The number of residents in Greater Dandenong remained relatively stable in the decade to 2005, before rising from 128,000 to an estimated 144,000 in 2013 – an increase of 16,000, or 12 per cent. By 2013, the municipal population included an estimated 27,000 people aged 0-14, 20,000 young people aged 15-24, 75,000 people aged 25-64, and 22,000 of retirement age.



HOUSING DEVELOPMENT 2004-11⁴

The mainstay of Greater Dandenong's 2004-11 housing supply are the major redevelopment of large greenfield and brownfield sites for new housing. From 2004-11, 45 per cent of the municipality's housing supply was provided by these sites, which include Somerfield (Keysborough), Meridian and Metro3175 (Dandenong).

Table 7: Housing in Greater Dandenong's residential change areas (2004-11)*

AREAS	HOUSING STOCK 2011 (APPROX)		DEVELOPMENT PROJECTS 2004-11		DWELLING SUPPLY 2004-11	
	Net Dwellings	% total housing stock	Number of projects	% total projects	Net New Dwellings	% total new dwellings
Mixed Use and Commercial Locations	325	1%	33	2%	70	2%
Major Residential Redevelopment Sites	2,050	4%	N/A*	N/A*	1,769	45%
Substantial Change Area	7,583	15%	304	20%	680	17%
Incremental Change Area	26,623	53%	1,019	68%	1,335	34%
Limited Change Area	13,338	27%	121	8%	99	2%
Green Wedge	163	0%	18	1%	13	0%

Source: DTPLI (2013), *Housing Development Data Analysis* (prepared for the City of Greater Dandenong): 10

* There is considerable difficulty in tracking the number of development projects on broadacre redevelopment sites. When large lots are subdivided and resubdivided over a number of years, it can be difficult to identify when a development project begins and ends. As such, the development project totals for Major Residential Redevelopment Sites are not provided. Within Table 1 the 100+ new dwellings category includes 5 projects within Major Residential Redevelopment Sites.

⁴ DTPLI provided Council with information on the performance of its residential change and development areas through a comprehensive analysis of Housing Development Data (HDD) from 2004-11 (DTPLI 2013). HDD is a dataset held by the DTPLI which provides information on the number and location of existing dwellings, vacant residential land, and recent residential development across all land within metropolitan Melbourne.



The Housing Development Data (HDD) analysis reveals a very active infill development industry in the municipality. As illustrated in the table below, a quarter of the City's recent dwelling supply derives from infill development projects yielding between three to nine new dwellings per project.

Table 8 Development projects in Greater Dandenong by residential change areas 2004-11

DEVELOPMENT PROJECT ⁵	MIXED USE AND COMMERCIAL LOCATIONS		SUBSTANTIAL CHANGE AREA		INCREMENTAL CHANGE AREA		LIMITED CHANGE AREA	
	Net New Dwellings 2004-11	Projects 2004-11	Net New Dwellings 2004-11	Projects 2004-11	Net New Dwellings 2004-11	Projects 2004-11	Net New Dwellings 2004-11	Projects 2004-11
Replacement	0	0	0	43	0	211	0	0
Single Dwelling	24	24	21	21	111	111	18	18
Two Dwellings	1	1	85	80	282	267	56	53
Three Dwellings	0	0	106	52	278	139	19	8
Four Dwellings	0	0	80	27	182	62	0	0
Five Dwellings	0	0	22	6	63	16	0	0
6-9 Dwellings	0	0	86	17	172	32	0	0
10-19 Dwellings	0	0	85	7	187	17	12	1
20-49 Dwellings	50	2	71	3	132	5	0	0
50-99 Dwellings	0	0	53	1	42	1	0	0
100+ Dwellings	0	0	120	1	0	0	0	0
Net loss	-5	5	-49	46	-120	116	-6	6
TOTALS	70	32	680	304	1329	977	99	86

Source: DTPLI (2013), Housing Development Data Analysis (prepared for the City of Greater Dandenong): 10

The HDD clearly shows that the core commercial areas of Greater Dandenong's activity centres are not presently a focus for new housing development or households. Instead, it is Council's Substantial Change Areas (the residential zoned land surrounding the Dandenong, Springvale and Noble Park activity centres – depicted in blue on the map on the next page) which were a key location for new housing within the existing urban area⁶. Housing stock within Council's Substantial Change Areas has been growing at an average of 1.3 per cent per annum making this area the fastest growing and changing existing urban area in the municipality.

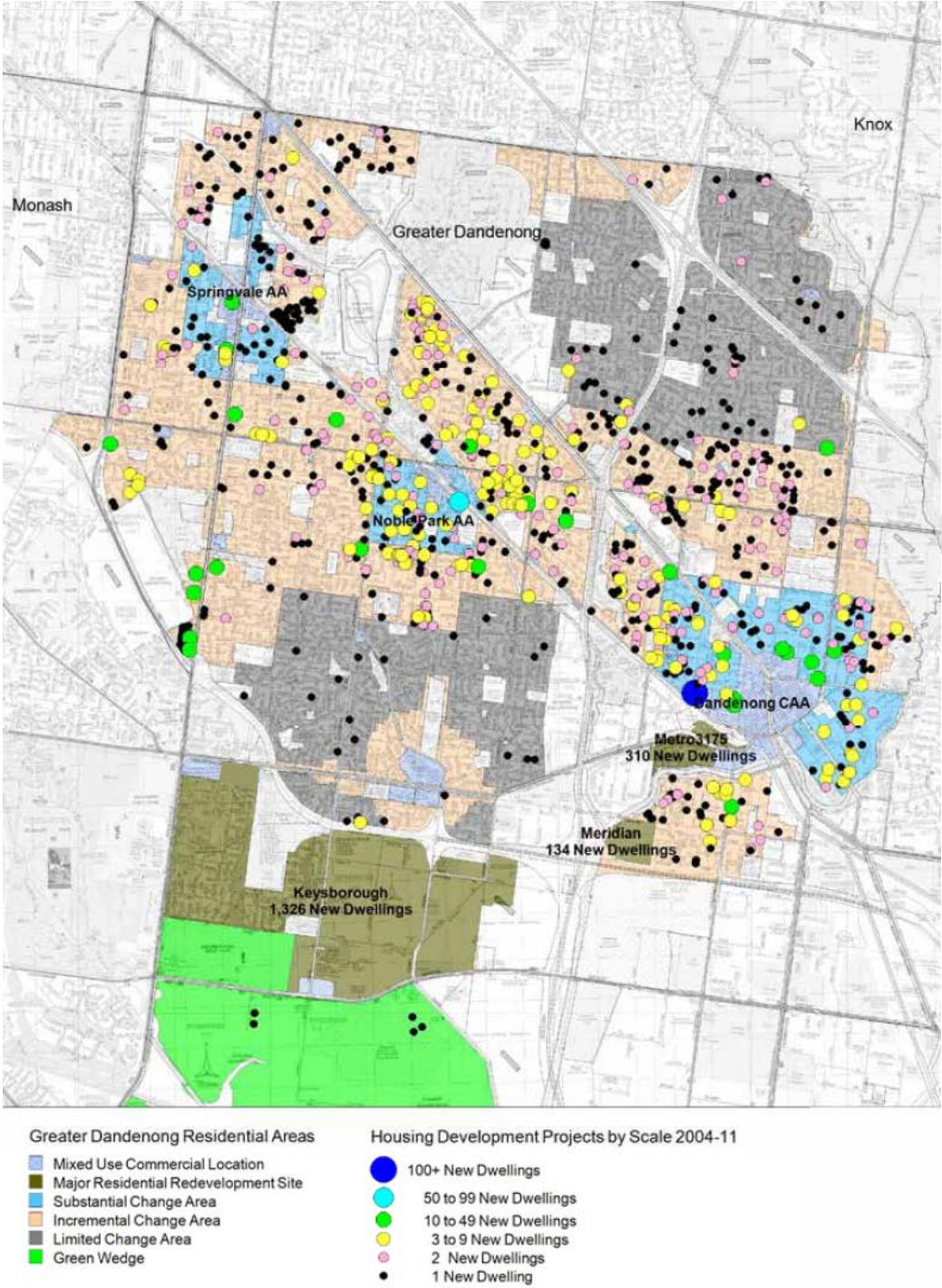
Despite limited development within the activity centre core, the HDD finds that the Dandenong metropolitan activity centre, when considered together with its surrounding Substantial Change Area, was a focus for new housing, adding 500 new dwellings from 2004-11. When the Metro3175 area is included as part of the Dandenong metropolitan activity centre this figure expands to more than 800 new dwellings.

⁵ This column is the number of dwellings developed on the lot, which is different to net new dwellings.

⁶ The term Existing Urban Areas is used to distinguish locations subject to traditional infill development from major residential redevelopment sites in broad hectare locations. Existing Urban Areas are therefore defined as areas that prior to 2004, have been developed for residential purposes. Existing commercial areas in which housing is permitted are also included in this category, for example, the core commercial area of Dandenong Metropolitan Activity Centre. Major residential redevelopment sites such as Metro3175 are not included.



Figure 26: Development projects by project scale in Greater Dandenong (2004-2011)



Source: DTPLI (2013), Housing Development Data Anlayais (prepared for the City of Greater Dandenong): 20

* 1 New Dwelling represents a net addition of one dwelling to the existing site. Where, for instance, an existing dwelling is retained at the front of the site and a new dwelling is constructed to the rear this is counted as a one new dwelling project. No dwelling replacement activity is shown in this map.

** New housing development in the Greater Dandenong's Major Residential Redevelopment Sites are not illustrated in the map above.



The table below profiles housing development in Substantial Change Areas in terms of the housing project's scale and the size of source lot being used. The table indicates two distinct trends:

- That there is a very active market for acquiring and redeveloping lots of between 700 to 900 square metres. These are generally redeveloped for projects yielding between two and five new dwellings. From 2004 to 2011, there were more than 100 of this type of development project on this size of lot within Substantial Change Areas.
- That there is a market for acquiring lots of greater than 900 square metres for development projects yielding more than five new dwellings. From 2004 to 2011, there were 20 of this type of development project within Substantial Change Areas.

The HDD also provides a guide as to the density of new dwellings. Accordingly, the HDD shows that of the 680 dwellings developed in Substantial Change Areas from 2004 to 2011, approximately half of these dwellings were of an average site density that was greater than 100 dwellings per hectare. This density is typically associated with apartment development, suggesting that Substantial Change Areas are a key location of new apartments.

Table 9: Redevelopment of lots in Substantial Change Areas

Development Project Type	Lot Size (SQM)													Total Projects
	0 to 100	100 to 200	200 to 300	300 to 400	400 to 500	500 to 600	600 to 700	700 to 800	800 to 900	900 to 1000	1000 to 1500	1500 to 2500	2500+	
Replacement	0	0	1	2	1	10	16	5	6	2	0	0	0	43
Single Dwelling On Vacant Lot	0	2	2	1	1	4	5	5	1	0	0	0	0	21
Two Dwellings	0	0	0	0	2	4	24	34	13	1	2	0	0	80
Three Dwellings	0	0	0	0	0	2	9	18	18	2	3	0	0	52
Four Dwellings	0	0	0	0	0	0	0	12	4	7	4	0	0	27
Five Dwellings	0	0	0	0	0	0	0	3	1	0	2	0	0	6
6-9 Dwellings	0	0	0	0	0	1	0	2	1	3	7	3	0	17
10-19 Dwellings	0	0	0	0	0	1	1	0	2	1	1	1	0	7
20-49 Dwellings	0	0	0	0	0	0	0	0	0	0	2	1	0	3
50-99 Dwellings	0	0	0	0	0	0	0	0	0	0	1	0	0	1
100+ Dwellings	0	0	0	0	0	0	0	0	0	0	0	0	1	1

Source: DTPLI (2013), *Housing Development Data Analysis (Prepared for the City of Greater Dandenong)*: 15

Most of Greater Dandenong's existing housing stock and households are within Incremental Change Areas (depicted in orange in Figure 26 on the previous page). From 2004 to 2011, Incremental Change Areas contributed approximately 61 per cent of new housing supply in Greater Dandenong's existing urban area. Consistent with policy, most of this was the result of dual-occupancy development and development resulting in three dwellings on the original lot.

As can be seen in Figure 26 a large number of 3-9 dwelling developments occurred in the Incremental Change Area bounded by the rail line, the Princess Highway and the Central Dandenong and Springvale Activity Areas. There were also a number of larger projects that yielded between 10-49 new dwellings along Springvale Road, between Heatherton and Cheltenham Roads, associated with larger redevelopment sites.

When comparing lot use in Substantial and Incremental Change Areas, slight differences emerge. Whereas most 3-5 dwelling developments in Substantial Change Areas focused on 700-800 square metre lots, the same development projects in Incremental Areas are focused on lots ranging between 700 to 1500 square metre lots (see table below). This suggests that a higher density built form is emerging in Substantial Changes Areas as compared with Incremental Change Areas.



Table 10: Redevelopment of lots in Incremental Change Areas

Total Development Projects by Original Density 2004-2011															
Development Project Type	Lot Size (SQM)														Total Projects
	0 to 100	100 to 200	200 to 300	300 to 400	400 to 500	500 to 600	600 to 700	700 to 800	800 to 900	900 to 1000	1000 to 1500	1500 to 2500	2500+		
Replacement	0	0	0	4	7	88	51	32	15	6	8	0	0	211	
Single Dwelling On Vacant Lot	0	1	8	7	28	43	18	3	2	0	1	0	0	111	
Two Dwellings	0	0	0	0	3	40	124	67	17	12	2	2	0	267	
Three Dwellings	0	0	0	0	0	4	17	33	39	34	11	1	0	139	
Four Dwellings	0	0	0	0	0	0	2	3	7	15	34	1	0	62	
Five Dwellings	0	0	0	0	0	0	0	2	1	0	9	4	0	16	
6-9 Dwellings	0	0	0	0	0	0	1	0	1	2	10	17	1	32	
10-19 Dwellings	0	0	0	0	0	0	0	0	0	0	1	8	18	27	
20-49 Dwellings	0	0	0	0	0	0	0	0	0	0	0	0	34	34	
50-99 Dwellings	0	0	0	0	0	0	0	0	0	0	0	0	1	1	
100+ Dwellings	0	0	0	0	0	0	0	0	0	0	0	0	0	0	

Source: DTPLI (2013), *Housing Development Data Analysis (Prepared for the City of Greater Dandenong)*: 16

The HDD found confirmed that Council's *Neighbourhood Character and Residential Development Policy* (Clause 22.09), combined with the requirements of the former Residential 3 Zone, has been very successful in restricting change in Limited Change Areas. From 2004 to 2011, there was a net addition of 99 new dwellings in Limited Change Areas, most which was the result of dual occupancy development which Clause 22.09 supports in these areas.

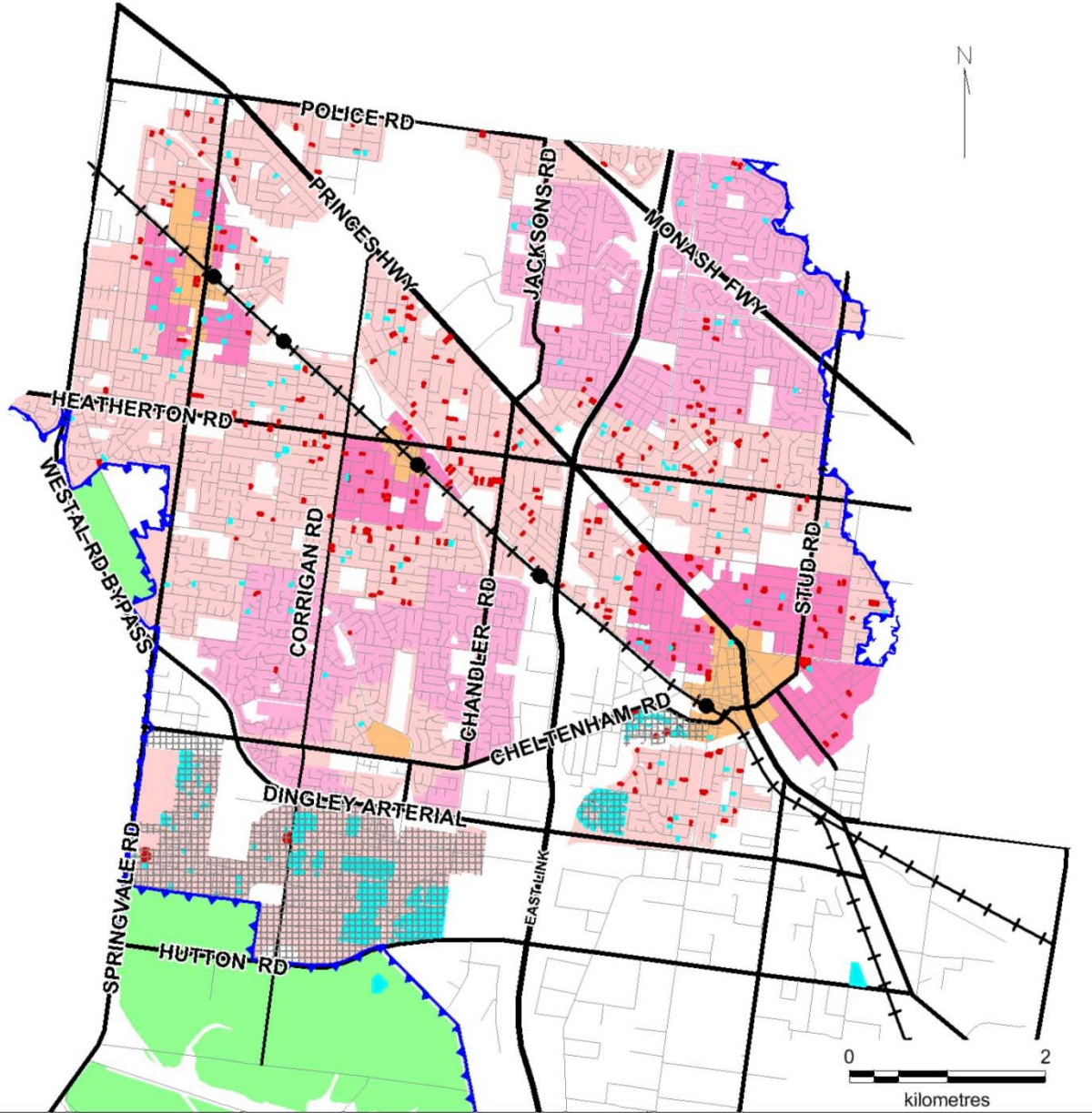
RECENT HOUSING CONSTRUCTION 2011-2013

The distribution of houses and flats constructed from 2011 to March 2013, reveals that most recently-constructed detached houses were located in Dandenong and Keysborough South, coupled with more sparse construction across the rest of the municipality.

New units (in red) were largely concentrated in Springvale, Noble Park and Dandenong, with fewer in Keysborough, Springvale South and Dandenong North. The construction of separate houses on the other hand, was concentrated largely in Dandenong and Keysborough South. The distribution of dwellings constructed in Greater Dandenong during this two-year period is illustrated on the next page, with houses depicted in blue and units in red.



Figure 27: Flats and houses constructed in Greater Dandenong (2011-2013)



- LEGEND**
- Separate houses constructed in 2011-2013
 - Multi-dwelling units constructed in 2011-2013
 - Major Residential Redevelopment Locations
 - Residential Growth Zone (Substantial Change Area)
 - General Residential Zone (Incremental Change Area)
 - Neighbourhood Residential Zone (Limited Change Area)
 - Dandenong, Noble Park, Springvale and Parkmore Activity Centres
 - Urban Growth Boundary
 - Green Wedge Zone
 - Railway Station
 - Line
 - Major Roads
 - Secondary Roads

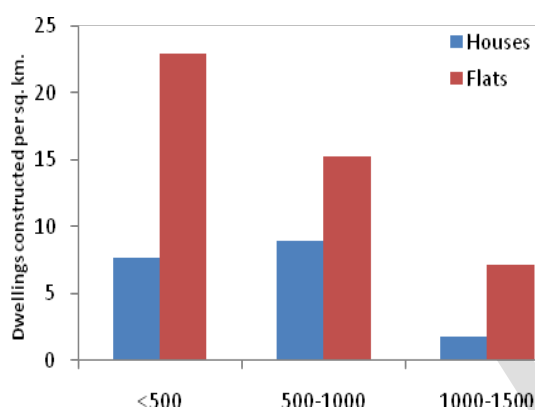


TRENDS IN HOUSING CONSTRUCTION AROUND ACTIVITY CENTRES

Evidence concerning construction densities near activity centres is supplied by an examination of records of the completion of private dwellings throughout Greater Dandenong, from 2009 to March 2011. The results confirm marked differences in the levels, distribution and pattern of developments around the activity centres.

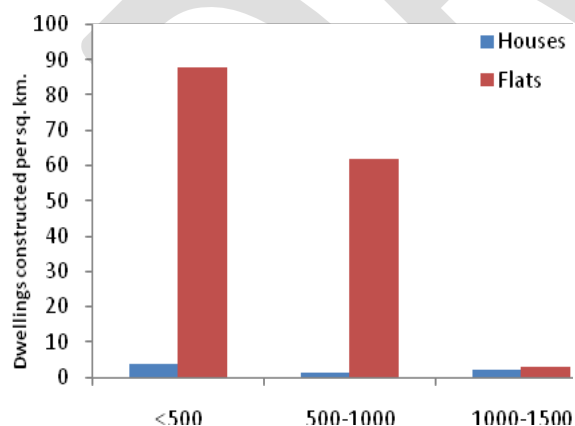
The density of new houses and flats declined with increasing distance from the Springvale activity centre, from 23 within 500 metres, to 15 between 500 and 1000 metres of the centre, and seven between 1000 and 1500 metres (diagram below).

Figure 28: Density of housing construction around the Springvale Activity Centre (2011-mid-2013)



In Noble Park, on the other hand, the rate of housing development was substantially higher, with a net addition of 179 dwellings within one kilometre, 95 per cent of them units. As with Springvale, the density of new construction declined decisively with increasing distance from the activity centre, from 88 per square kilometre within 500 metres of the centre, to 62 between 500 and 1000 metres (chart below).

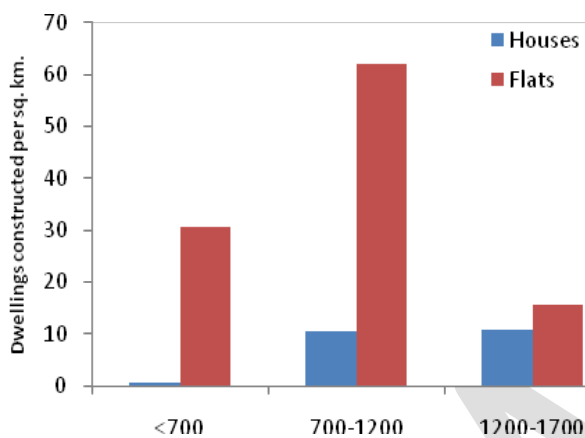
Figure 29: Density of housing construction around the Noble Park Activity Centre (2011-mid-2013)





During the same period, 261 dwellings – net of demolitions – were constructed within one kilometre of the Dandenong activity centre, 86 per cent of them units. Unlike Springvale and Noble Park however, the density of construction actually rose within increasing distance from the Dandenong activity centre, from 30 units per square kilometre within 700 metres of the centre, to 62 from 700 to 1200 metres, before declining to 16 between 1200 metres and 1700 metres from the city centre. The density of houses and flats constructed within 700, 1200 and 1700 metres of the Dandenong activity centre, are depicted in the accompanying diagram.

Figure 30: Density of housing construction around the Dandenong Activity Centre (2011-mid-2013)



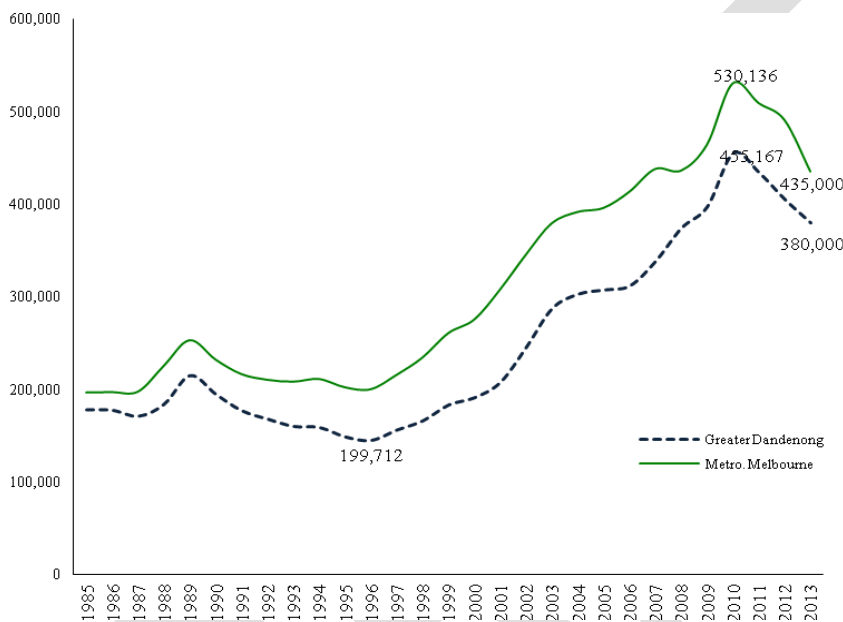


3.4. HOUSING AFFORDABILITY

HOUSING COSTS

House purchase prices started their persistent rise in the mid-1990s, leading to a trebling in prices within Greater Dandenong in the 14 years from 1996 to 2010 (after inflation), followed by a 17 per cent fall in the succeeding three years (diagram, below).

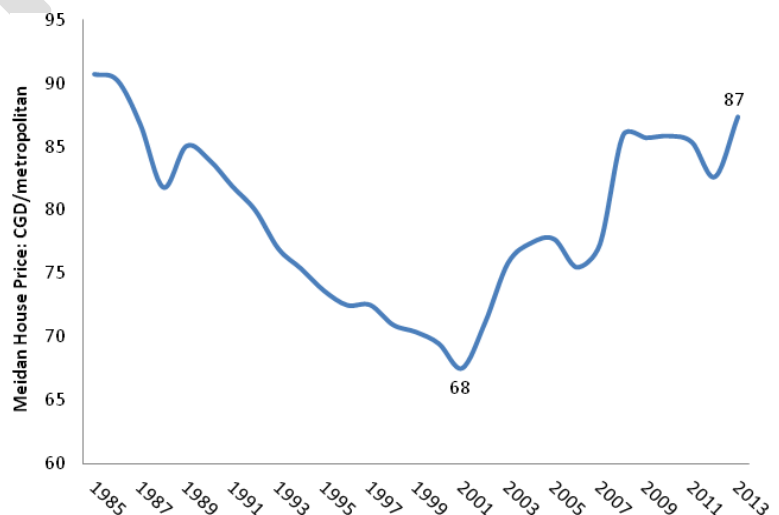
Figure 31: Median house price - Greater Dandenong, 1986-2013 (adjusted for inflation)



Relative to income levels, the cost of home purchase in Greater Dandenong doubled in the decade to 2011, from 9.9 years of average individual incomes in 2001, to 20.4 in 2011. In the same period, the cost of home purchase in metropolitan Melbourne grew from 10.7 to 16 years of average income.

Median house prices in Greater Dandenong, soared from 68 per cent of the metropolitan median in 2001, to 87 per cent by 2013, suggesting that relative affordability of CGD is declining (diagram, right).

Figure 32: Ratio between housing costs in Greater Dandenong and those of metropolitan Melbourne (1985 to 2013)





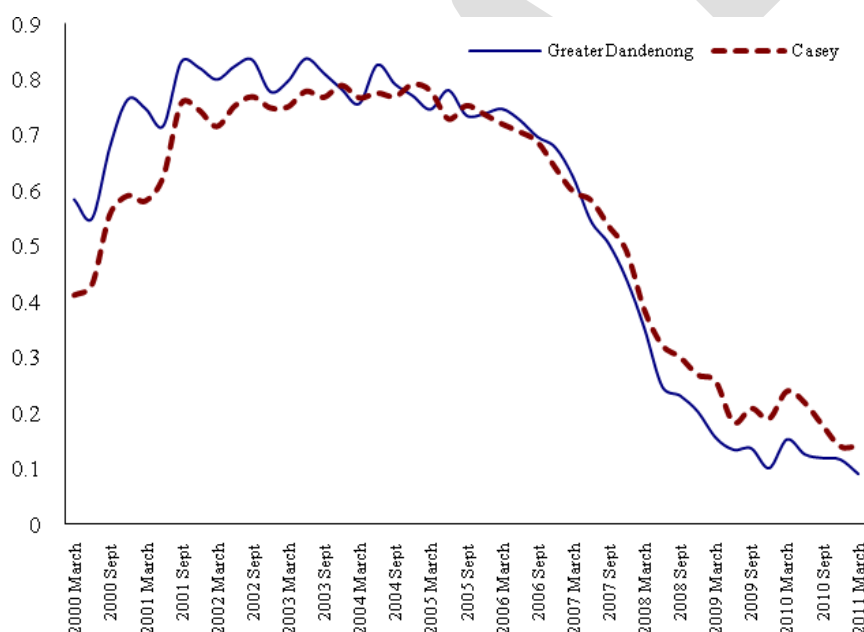
Since the cost of constructing a home has largely risen in line with inflation, most of the increase in house prices recorded during this period, reflects the rising cost of land. Causes of housing price increases during the past two decades also include declining interest rates; economic and population growth; supportive tax conditions such as negative gearing and capital gains; a downturn in the share market and limited growth in housing supply. Consequences have included rising house prices and public housing waiting lists, coupled with a fall in vacancy rates and affordability.

RENTAL AFFORDABILITY

In March 2013, the average cost of renting a three-bedroom house was \$320 per week; substantially less than the metropolitan average of \$414. However, this price had remained relatively stable in the previous two years, after inflation, declining by just 2 per cent - compared to a 1 per cent fall across metropolitan Melbourne.

The proportion of rental properties affordable to Centrelink recipients in Greater Dandenong fell from 83 per cent to 9 per cent, in the eight years to 2011 (diagram, below). One consequence is an increase in financial difficulties faced by renting households.

Figure 33: Per cent rental properties affordable (Greater Dandenong and Casey 2000-2011)



HOUSING AFFORDABILITY

Housing is considered “unaffordable” when a middle or low-income household’s mortgage or rental payments exceed 30 per cent of their gross income. For example, if the combined income of a household is \$1000 per week, housing costs of more than \$330 per week would be considered unaffordable and to detrimentally affect that household. This is commonly termed “housing stress”.



This measure of housing stress highlights that housing affordability is “relative”, and that housing purchase and rental prices cannot be looked at in isolation.

The table below highlights median rents and mortgage repayments. Median rent is lower in Greater Dandenong (by \$50 per week), but the proportion of households experiencing housing stress is higher than in Melbourne (13 per cent compared to 9.8 per cent). Median mortgage repayments are also lower in Greater Dandenong by around \$300 per month, but the proportion of households paying more than 30 per cent of household income for housing is the same as Melbourne. This suggests it is renters who face greater housing stress in the municipality.

Table 11: Median Rent and Mortgage Repayments, 2011

	Greater Dandenong	Melbourne Statistical Division
Median rent (weekly)	\$250	\$301
Households where rent is less than 30% of household income	87.0%	90.2%
Households where rent payments are 30%, or greater, of household income	13.0%	9.8%
Median mortgage repayments (monthly)	\$1,517	\$1,842
Households where mortgage payments are less than 30% of household income	89.1%	89.1%
Households where mortgage payments are 30% , or greater, of household income	10.9%	10.9%

Source: SGS (2013), *Mechanisms to Influence the Supply of Social and Affordable Housing*, prepared for the City of Greater Dandenong.

SGS Economics and Planning estimated the approximate level of affordable housing stock across the municipality. By applying the proportion of households in rental or mortgage stress back to the total stock of housing, a high level indication of affordable housing stock was determined. The following table focuses on housing stock which is owned with mortgage or being rented to determine an overall per cent of affordable housing stock (88 per cent). This is then applied to the total stock of occupied dwellings to show that about 12% of housing in the City of Greater Dandenong is not affordable, based on the 30 per cent of household income leading to housing stress rule.

Table 12: Approximate level of affordable housing stock in Greater Dandenong

	Occupied dwellings	Proportion affordable housing stock (based on 30% income)	Approximate number of affordable dwellings	Approximate number of unaffordable dwellings
Owned with mortgage	14,057	89.1%	12,525	1,532
Total rented	15,408	87.0%	13,405	2,004
Total analysed	29,465	88.0%	25,930	3,536
Total Occupied Dwellings	45,491	88.0%	40,033	5,458

Source: SGS (2013), *Mechanisms to Influence the Supply of Social and Affordable Housing*, prepared for the City of Greater Dandenong

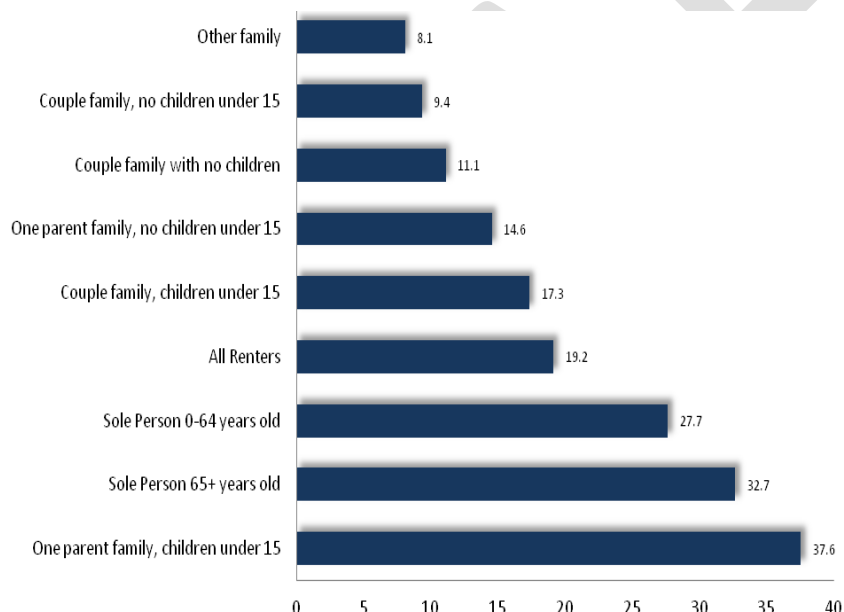


RENT-RELATED FINANCIAL STRESS

To determine the proportion of renters living in financial hardship, findings from the 2011 Census concerning incomes, family structure and rental levels, were examined to document the extent of financial stress faced by families, after paying rent. The amount of money each family would have been left with after paying rent was calculated, then compared with the income requirements of a family of that size and composition. This information allowed an estimation of the proportion of families that were likely to experience acute financial stress associated with the cost of renting their accommodation⁷. Those renters with an after-rent income, which afforded them a standard of living equivalent to a two-parent, two-child family on less than 20 per cent of the median Victorian household income, were considered to be living in “acute housing related financial stress”.

Among renting families in Greater Dandenong, 37 per cent of one-parent families with children aged under 15 years, 33 per cent of those with an older sole occupant and 28 per cent of younger one-person households, were living in such financial stress. By contrast, fewer than one in ten renting couple families with no young children were living in acute financial stress. Overall, nearly a fifth (19 per cent) of renters in Greater Dandenong faced such financial stringency after paying their rent, compared with 15 per cent of people in rental dwellings across Victoria.

Figure 34: Percentage of renters in housing-related financial stress, by household type (Greater Dandenong, 2011)

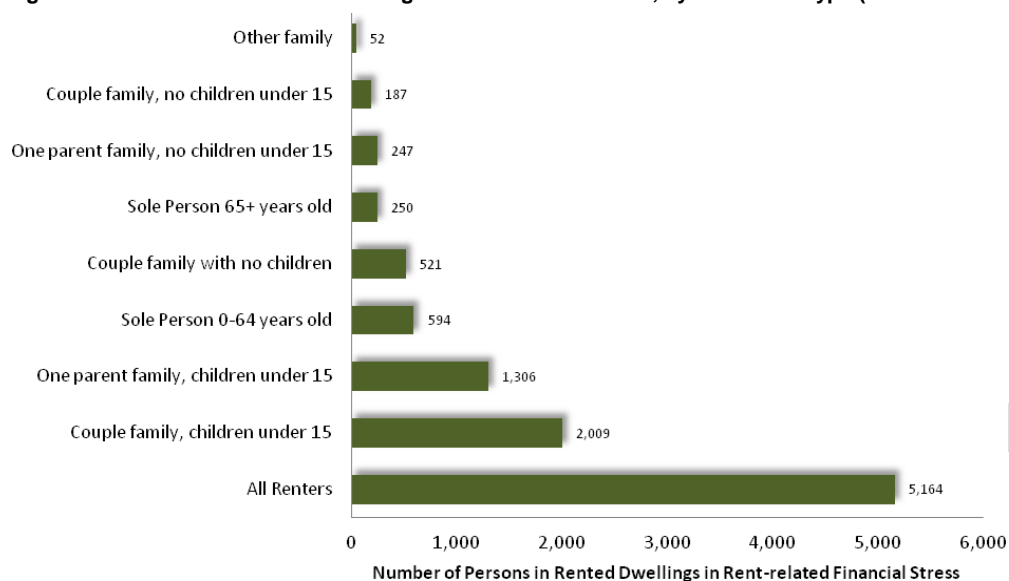


⁷ Acute financial stress was defined as a standard of living equivalent to that experienced by a couple with two children in receipt of 20 per cent of the median Victorian weekly gross household income, before paying rent. Consideration of family type and composition, as well as income and rent levels, forms a more precise means for determining the prevalence of rent-related financial stress than the more crude, though popular, approach which equates expenditure of over 30 per cent of household income on rent with financial stress.



If instead, the *number* of people living in rented dwellings is considered, a different pattern emerges. Members of couple families with children emerge as the the largest group of residents in financial difficulty, accounting for more than 2000, or nearly two-fifths of people living in conditions of acute rent-related financial stress. Members of one-parent families account for a further 1300 such renters.

Figure 35: Number of renters in housing-related financial stress, by household type (Greater Dandenong, 2011)



PUBLIC AND COMMUNITY HOUSING

Public housing, provided by the Office of Housing, is increasingly confined to people with complex and significant needs, while an expanding community housing sector seeks to accommodate a broader range of tenants. Combined, and as of June 2011, social housing accommodated about 143,000 people across Victoria, of which around 127,000 live in public housing dwellings.

Though government-subsidized housing is widely distributed about the municipality, there is a conspicuous concentration of properties in Dandenong and the southern portion of Dandenong North, and relatively few such properties in Springvale, Keysborough and the northern part of Dandenong North. The distribution of public housing within Greater Dandenong is set out in the map on the next page.

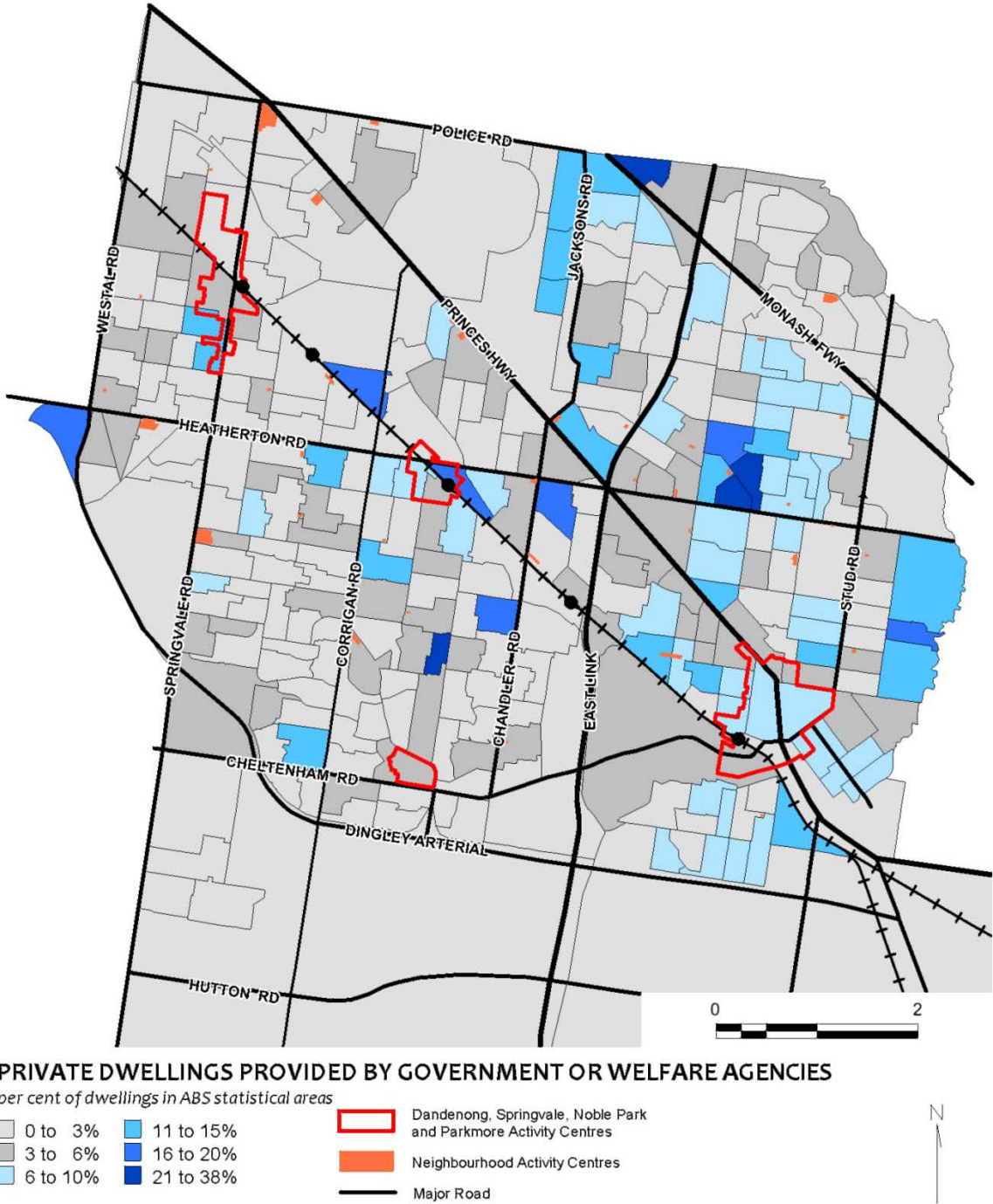
Of the 3715 people who live in the 2000 government and community subsidised dwellings in Greater Dandenong, 656 (15 per cent) were disabled, compared to 6.6 per cent across all Greater Dandenong residents and 4.7 per cent across Greater Melbourne.

The unemployment rate of those living in government or community subsidised dwellings in CGD is substantially higher (22 per cent) than the level in Greater Dandenong as a whole (8.9 per cent). Those in subsidised dwellings were also more likely to have limited fluency in spoken English (18 per cent compared to 14 per cent across Greater Dandenong and 4.4 per cent across Greater Melbourne).



Figure 36: Private dwellings provided by Government or welfare agencies (per cent of dwellings)

From the Findings of the 2011 Census





CARAVAN PARKS AND RESIDENTIAL VILLAGES

There are five caravan parks and residential villages within the municipality. Excluding the Willow Lodge residential village, the 2011 Census recorded 842 caravan park and cabin park residents within Greater Dandenong⁸, of which:

- 380 or 46 per cent were female and 462 were male
- the median age of these residents was 63, with two-thirds of them aged over 50
- 66, or 8 per cent, of the caravan or cabin park residents were aged less than 20, 22 of them less than 10 years
- 53 per cent of the residents were born in Australia, and others in England, Scotland, New Zealand, Germany, Netherlands and elsewhere
- less than 1 per cent of these residents had limited English fluency
- median weekly gross individual incomes stood at \$381, slightly less than the Greater Dandenong median of \$395
- 52 per cent of these households were paying more than 30 per cent of their gross income on rent
- the unemployment rate was 17 per cent, nearly double the corresponding municipal rate of 9%. 174 or 25 per cent were in paid employment
- approximately a third (36 per cent) of these residents were residing in family settings, most of them (26 per cent) as couples with no children, and approximately 5 per cent (or about 40) each as couples with children and one-parent families. The remaining two thirds, numbering 536, lived alone
- 37 per cent had left school before completing Year 11 – much the same as for the corresponding level, of 36 per cent, among the general population of Greater Dandenong.

In contrast to other caravan parks and residential villages in the municipality, Willow Lodge residential village is a predominantly older community, with 512 residents and 362 dwellings counted in the 2011 Census. Nearly all (96 per cent) of its residents are over the age of 50, and just over half of the community (53 per cent) is over the age of 70. One in seven (14 per cent) residents had a disability in 2011. Most households are couples without children (92 households) or lone persons (238 households). Half of its residents are overseas born, with major birthplaces including Australia (50 per cent), England (18 per cent), Scotland (5.2 per cent) and Germany (2.3 per cent)⁹, with only 1 per cent of residents citing limited English fluency. The median weekly gross individual income stood at \$366.

⁸ Census data may not capture the true number of residents residing in caravan parks, particularly so among people who may be marginalised, have limited formal education and so forth. Accordingly, the number of people counted in caravan parks may be an understatement of the likely true number. Moreover, the group who completed the Census, are likely to be a more literate, motivated group, and therefore, more likely to be employed etc. Therefore, the findings, particularly as they relate to caravan park residents, should be interpreted with circumspection.

⁹ The 2011 Census recorded the birthplace of 12.4% of Willow Lodge residents as 'Other and Not Stated'.



ROOMING HOUSES

As of September 2013, there are 89 registered rooming houses in the City of Greater Dandenong¹⁰, providing a total of 728 bedrooms and 788 beds. 82 per cent (or 73 rooming houses) are small-scale facilities with up to nine bedrooms. Only three registered rooming housings in Greater Dandenong contain more than 25 bedrooms.

All of the 89 registered rooming houses are operated by private owners. There are no co-operative based or community operated rooming house facilities within Greater Dandenong.

Most rooming houses are within close proximity to Greater Dandenong's Major and Principal Activity Areas and therefore accessible to public transport, education and other facilities.

Nearly half (38 or 43 per cent) of the registered rooming houses were situated in Dandenong, 18 or 20 per cent in Dandenong North, 15 or 17 per cent in Springvale, 15 or 17 per cent in Noble Park and the rest (3) in Noble Park North and Springvale South.

According to the findings of the 2011 Census, 248 people lived in "boarding houses", which is likely to be less than the true number because of the many non-registered rooming houses and undercounting of such residents in any case¹¹ - of whom:

- 40, or 16 per cent were women and the balance male, and most were middle aged, with two-thirds aged over 40 years and a median age of 49.
- nearly half (48 per cent) were born in Australia, while others were from countries such as New Zealand, Sri Lanka, India, England and Mauritius, which together account for most of the overseas-born residents counted in boarding houses.
- 7 per cent had limited fluency in the use of spoken English, substantially lower than the corresponding figure of 14 per cent for Greater Dandenong, but higher than the metropolitan level of 4 per cent%
- the median weekly personal gross income of \$333, somewhat lower than the municipal median, of \$395
- 47, or 24 per cent of these residents were employed, while the unemployment rate stood at 44 per cent.
- none of these residents were living as members of a family
- 28 per cent had left school before completing Year 11.

Private rooming houses within CGD are often not affordable to low-income earners. The weekly rent for rooming houses in Greater Dandenong can vary widely depending on the room size and location. As of February 2014, rent ranges from approximately \$80 to \$200 per week. In contrast, the maximum

¹⁰ According to the Consumer Affairs Victoria Public Rooming House Register (accessed from: <http://www.consumer.vic.gov.au/housing-and-accommodation/renting/types-of-rental-agreements/public-register-of-rooming-houses>), there are 162, 21, 12 and 8 registered rooming houses in the Cities of Monash, Casey, Kingston and Knox respectively, as of 24 January 2014.

¹¹ Census data does not capture the true number of residents residing in boarding houses, particularly so among people who may be marginalised, have limited formal education and so forth. Accordingly, the number of people counted in boarding houses is an understatement of the likely true number. Moreover, the group who completed the Census, are likely to be a more literate, motivated group, and therefore, more likely to be employed etc. Therefore, the findings, particularly as they relate to boarding house residents, should be interpreted with circumspection.



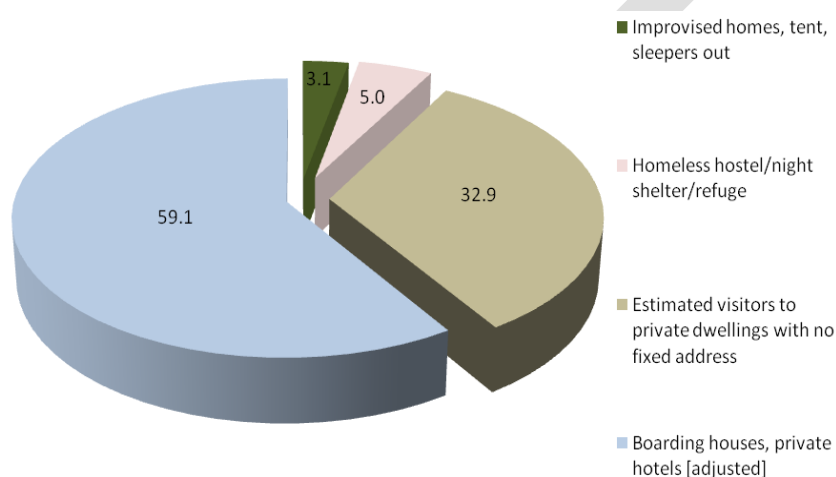
fortnightly Newstart Allowance payment for a single person with no children is \$501. For many, their weekly rooming house rent may be taken directly from government benefits, leaving little further weekly funds for other necessities such as food, clothing or transport.

HOMELESSNESS

Homeless people include those in employment-related poverty, with mental or other disabilities, alcohol or other drug-related problems, or who are escaping a violent home and other conditions.

Based on the findings of the 2011 Census, it is estimated that approximately 620 people in Greater Dandenong were homeless in that year – representing a similar rate to metropolitan Melbourne. Most lived in boarding houses, private hotels, government-supplied shelters or other accommodation, or in temporary arrangements with friends or acquaintances.

Figure 37: Per cent of homeless people, by type of shelter (residents of Greater Dandenong, 2011)





3.5. FUTURE HOUSING PROFILE

Population projections provide an estimate of the anticipated growth that Greater Dandenong will need to plan for over the next 10 to 20 years. However, it is expected that the actual growth levels will depend on numerous external factors which cannot be predicted with certainty, such as Victorian Government planning policy, immigration levels and land values. For this reason, the draft *Greater Dandenong Housing Strategy* provides an indication of future housing demand, though the figures cited below should not be viewed as “housing targets”.

Council's understanding of future housing demand and need are informed by two sources of population projections:

- *Victoria in Future 2012* population and household projections prepared by the former Department of Planning and Community Development in 2012.
- *Local Population and Household Forecasts 2014-2024*, prepared by Greater Dandenong Council in January 2014.

The *Local Population and Household Forecast* are based on a more detailed and localised assessment of development trends¹² than *Victoria in Future 2012*. Therefore, the local forecasts are treated as a more accurate growth projection in this report.

According to the *Local Population and Household Forecast*, in the decade to 2024, the population of Greater Dandenong is projected to rise by 22 per cent or 32,000, from 147,055 to 179,095 – reflecting an average annual growth of 3,000 persons. Approximately 9943 new households will need to be accommodated across Greater Dandenong (figure, next page).

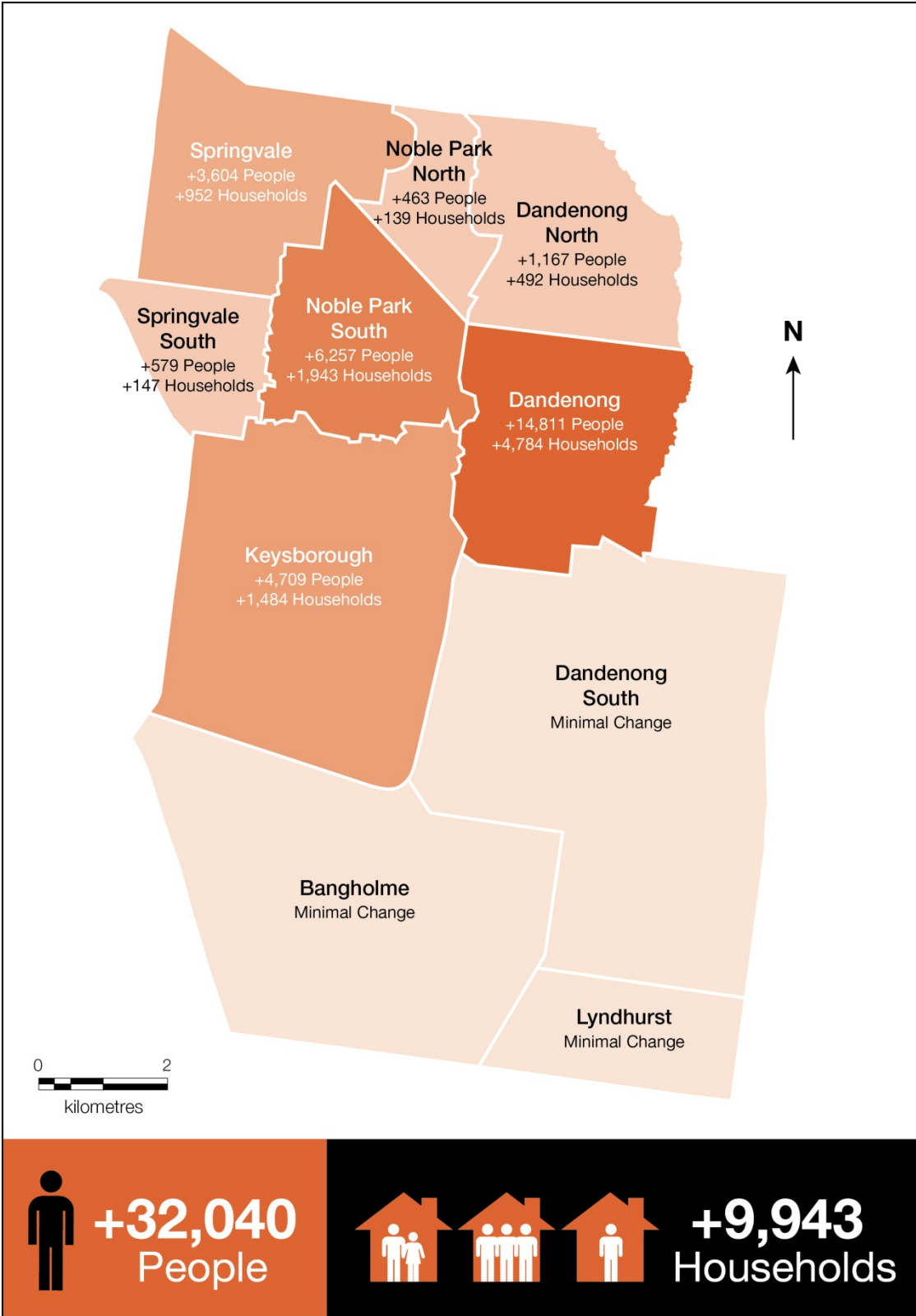
Forecast growth during the decade to 2024 is most pronounced in Dandenong, which accounts for nearly half of the projected population rise during this period. By contrast, it is expected that growth will be more subdued in Noble Park North, Springvale South and Dandenong North.

¹² The *Local Population and Households Forecasts* take into consideration numerous factors including:

- the 2011 population by age, in each suburb
- age-specific mortality rates and age-specific birth rates
- age specific rates of movement of people into and out of the municipality
- age distribution of people over 85 years of age
- family formation propensities
- the proportion of people of each age range, who reside in non-private accommodation
- the forecast number of new dwellings likely to be added to each area, over time
- the expected age profile and population density of these new dwellings
- any non-private accommodation to be constructed in each locality, and its capacity & age profile
- a measure of the actual net rate of addition of flats and separate houses in each suburb, to provide a foundation for realistically forecasting the rate of infill development throughout the municipality.



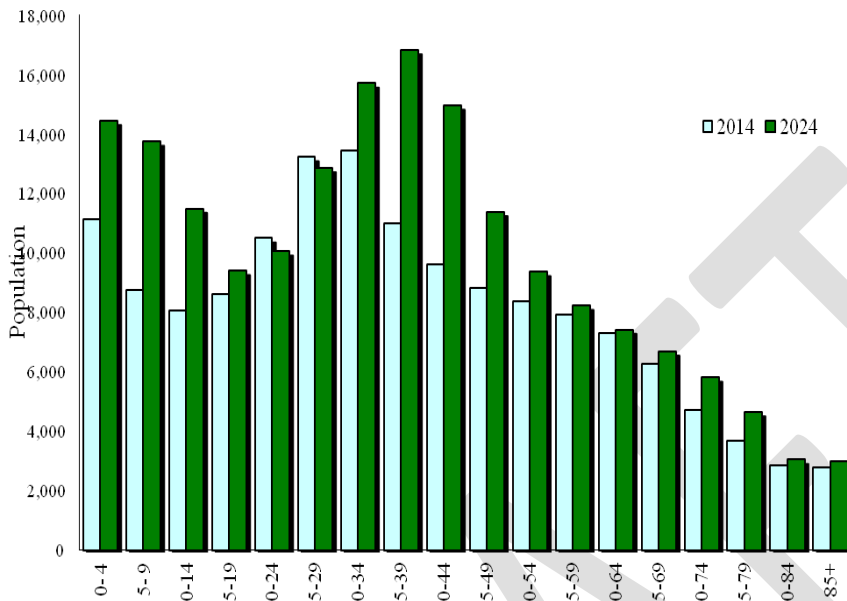
Figure 38: City of Greater Dandenong population and household forecast 2014-2024, by suburb





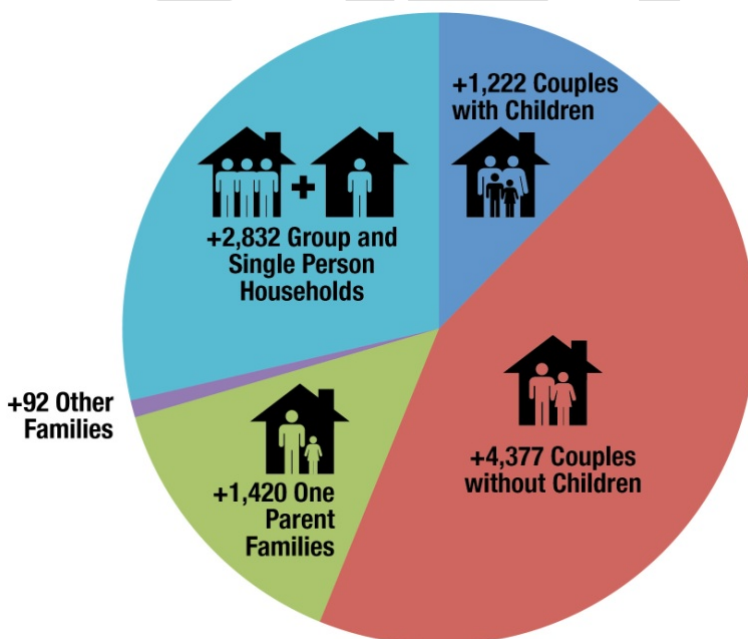
This forecast is expected to include growth of 41 per cent, or 12,000, in the number of 0 to 14 year olds, 2 per cent in the number of young people aged 15 to 24 years, and 2,800, or 14 per cent in residents of retirement age.

Figure 39: Forecast Population Growth, by Age: Greater Dandenong, 2014 to 2024



As illustrated in the figure below, Greater Dandenong is forecast to experience a significant increase in couple families without children and group and single person households in the decade to 2024.

Figure 40: Net Increase in Household Type in Greater Dandenong 2014-2024





4. THE HOUSING POLICY CONTEXT

4.1. THE HOUSING STRATEGY PLANNING FRAMEWORK

The Australian and Victorian Governments and Greater Dandenong Council have developed numerous policies that directly or indirectly influence housing (see figure, next page). These policies span the topics of: housing requirements for population growth; housing supply in terms of productivity, sustainability, affordability and liveability; integration of planning across land use, social and economic infrastructure, and the alleviation of homelessness through funding and service delivery. These policies and directions evolve over time to reflect changing housing and political and conditions.

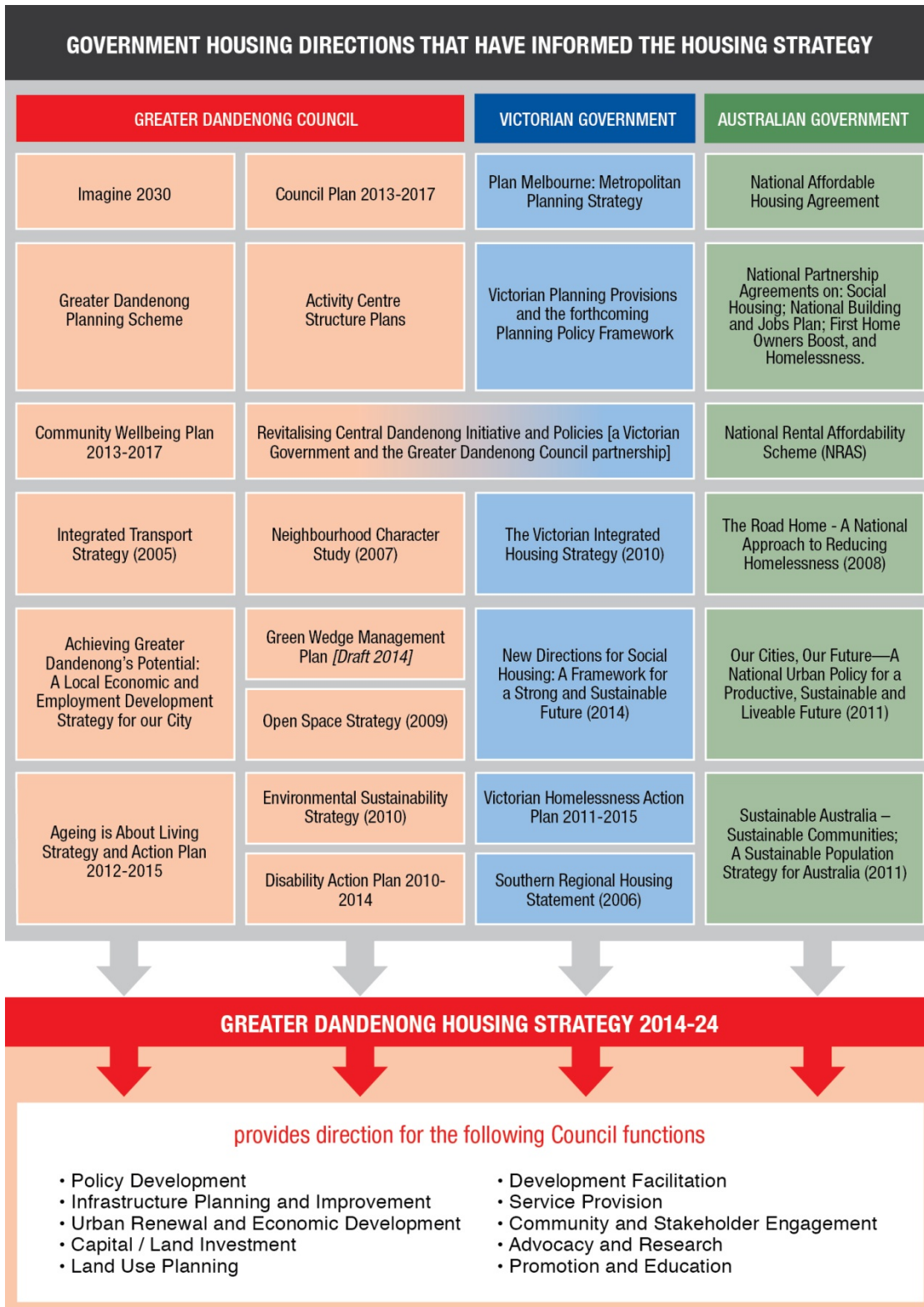
The *Draft Greater Dandenong Housing Strategy* reflects these policy directions and shares significant links with a range of related Council plans and process.

In turn, the *Greater Dandenong Housing Strategy* will provide direction for the following Council functions: policy development and strategic planning; capital investment; education, promotion, advocacy and engagement; development facilitation and regulation, and service delivery (see figure, next page).

The draft strategy does necessarily separately develop policies and programmes in each of these areas, but will provide the policy basis for their future development. Therefore, the strategy, in its full extent will encompass a compendium of separate Council-wide policies, strategies and plans



Figure 41: The Greater Dandenong Housing Strategy planning framework





4.2. AUSTRALIAN GOVERNMENT POLICY CONTEXT

The Australian Government exerts a direct influence over the housing market through financial sector regulations, taxation incentives, immigration and settlement policies and the provision of national infrastructure, house purchase assistance and supplement payments (such as Commonwealth Rent Assistance).

The Australian Government is also responsible for a variety of direct and indirect market levers at a national level that affect housing, such as tax concessions (particularly negative gearing and capital gains), interest rates, first home owners' grants, and stamp duty.

Council anticipates that the Australian Government housing policy context will change to respond to the changing national political and budget context.

NATIONAL AFFORDABLE HOUSING AGREEMENT

The *National Affordable Housing Agreement* (NAHA), which came into force on 1 January 2009, is an overarching agreement signed by the Prime Minister, all State Premiers and Chief Ministers and the Australian Local Government Association. It provides a framework for all tiers of government to work together to improve housing affordability and address homelessness and for the delivery of government assistance. The chief objective of the NAHA is for "all Australians have access to affordable, safe and sustainable housing that contributes to social and economic participation".

Under the NAHA, states and territories agreed to a range of reforms, policy directions and national partnership agreements. The *National Building and Jobs Plan Partnership* is the most significant of these national partnerships, as it delivered the \$5.6 billion Social Housing Initiative for the construction of new social housing, repairs and maintenance. In Victoria, \$99,152,000 was spent on repairs and maintenance to 5,600 existing social housing dwellings and \$1,166,757,000 spent on construction of 4,500 new social housing dwellings (construction is still under way) (SGS 2013). This partnership agreement is now fully expended, meaning there is no commitment for ongoing Australian Government investment in the community housing sector.

NATIONAL RENTAL AFFORDABILITY SCHEME

The National Rental Affordability Scheme (NRAS) is an Australian Government initiative to stimulate the supply of affordable rental dwellings, and involves a government commitment to investors prepared to build affordable rental housing. The scheme aims to address affordable rental shortages through the provision of a tax-free financial incentive to developers and not-for-profit housing organisations. Developers and not-for-profits receive an annual "incentive" for 10 years for each approved dwelling that is to be rented to eligible low and moderate-income households at a rate that is at least 20 per cent below the prevailing market rate. NRAS started in 2008, with a 10-year funding commitment, and aims to stimulate the construction of 50,000 affordable rental dwellings.

COMMONWEALTH RENTAL ASSISTANCE SCHEME

The Commonwealth Rental Assistance Scheme (CRAS) provides supplement payments to Australians renting in the private market who receive a Centrelink pension, allowance or income support. CRAS is generally not payable to a person who pays rent to a government housing authority. In direct outlay terms, the Australian Government's main contribution housing affordability is through the CRAS.



4.3. VICTORIAN GOVERNMENT POLICY CONTEXT

The Victorian State Government's role in relation to housing includes:

- allocating funds and implementation of housing assistance programs, including public and social housing
- support for low-income Victorians in the move towards independence and self-reliance
- developing high-level land use policy including the Victorian Planning Provisions
- responsibility for housing and homelessness policy as well as service, administration and delivery;
- tenancy law and regulation of not-for-profit community housing providers
- raising revenue through stamp duty on property sales as well as land tax on commercial property and housing that is not the primary residence of the owner.

The Victorian Government has primary responsibility for setting planning policy frameworks and land use mechanisms, which are then applied at the local level by local governments. This includes, for example, decisions regarding the expansion of the urban growth boundary, the development of metropolitan strategy, development standards for dwellings (i.e. through ResCode and design guidelines for higher density developments) and the zoning and overlay framework for Victoria (which local governments can then apply). As such, the State Government maintains a dominant role in determining supply and use of metropolitan land. While local government has responsibility for implementing these changes, it can do so only within the statutory framework established by the State Government.

PLAN MELBOURNE

Plan Melbourne is a 50-year planning strategy for metropolitan Melbourne. The plan outlines a clear vision for Melbourne's future that responds to the challenges of population growth, driving economic prosperity and liveability, while protecting the Melbourne's environment and heritage.

By 2050 it is estimated that Melbourne's population will reach 7.7 million, requiring around 1.6 million additional homes. Within the southern subregion, the population is expected to rise by 400,000 to 480,000 people by 2031, requiring 165,000 to 205,000 new dwellings.

Plan Melbourne responds by focusing on delivering density in defined locations with appropriate infrastructure to support increased densities. Other housing initiatives under the new metropolitan strategy include improving the quality and amenity of residential apartments, developing more diverse housing in growth areas, the identification of urban renewal precincts and facilitating the supply of social and affordable housing.

VICTORIAN PLANNING PROVISIONS

STATE PLANNING POLICY FRAMEWORK

Clause 16 of the State Planning Policy Framework (SPPF) outlines the Victorian Government's current policy for housing. The policy states that planning should provide for housing diversity, affordable housing, a housing market that meets community needs and the efficient provision of supporting infrastructure. In achieving long-term housing sustainability, the policy states that new housing should have access to services, activity centres, public transport, schools and open space. The policy encourages the establishment of well-designed and appropriately located residential aged care, crisis accommodation and community care units in residential areas.



In relation to affordable housing, the policy states that planning for housing should include providing land for affordable housing closer to jobs, transport and services and ensuring the redevelopment and renewal of public housing stock better meets community needs.

The Minister for Planning has appointed an Advisory Committee to review the SPPF with a view to:

- making the SPPF easier to navigate
- removing outdated policy and updating the framework to reflect *Plan Melbourne* and regional growth plans
- uniting state, regional and local policy under specific themes, rather than them being dispersed across different parts of the planning scheme.

The Advisory Committee prepared a draft *Planning Policy Framework*, which was released for public comment in March 2014.

NEW RESIDENTIAL ZONES

The Victorian Government introduced three new residential zones in 2013, with the aim of simplifying requirements, allowing a broader range of activities to be considered in a given area, and improving the range of zones to better manage growth. The new residential zones have been designed to ensure a range of housing choices can be offered to meet the needs of the growing population and to provide greater certainty about where different housing types and densities will be located. The new residential zones are:

- Residential Growth Zone
- General Residential Zone
- Neighbourhood Residential Zone

The existing Mixed Use Zone, Township Zone and Low Density Residential Zone have been adjusted to align with the features of the new residential zones.

Councils are required to identify suitable locations to apply the new suite of residential zones in order to deliver housing to support future population growth, provide housing diversity and protect areas of special character.

Greater Dandenong Council's application of the new zones has been informed by the *Neighbourhood Character Study (2007)* and *Residential Development and Neighbourhood Character Policy (clause 22.09)*, which categorised the municipality's residential areas into "Substantial Change", "Incremental Change" and "Limited Change" areas. This well-established housing development policy enabled Greater Dandenong Council to promptly introduce the reformed residential zones into its planning scheme in November 2013.

The translation to the new zones was a key step towards ensuring the planning controls affecting residential land in Greater Dandenong continue to be appropriate and balance the needs of the community and landowners. Council has recently commenced a process to review the application of the Residential Growth Zone in Greater Dandenong.

RESCODE

ResCode is another influential policy set by the Victorian Government and contained within all local government planning schemes (as Clause 54 and 55). ResCode is a residential design code for all residential developments up to three storeys, setting out requirements for such design elements as set backs, height limits, roof pitch, external colours and materials and fence heights. It is based on a desire to respect and maintain local neighbourhood character.



RECENT DEVELOPMENTS IN VICTORIAN GOVERNMENT COMMUNITY HOUSING POLICIES

The *Victorian Integrated Housing Strategy* was released in March 2010. This strategy is referenced within the State Planning Policy Framework and in all local planning schemes. The strategy outlined five directions for housing investment in Victoria. It identified:

- opportunities to increase housing supply in existing urban areas by freeing up surplus government land, introducing a new urban development zone and requiring VicUrban (now Places Victoria) to deliver more housing in established areas
- initiatives to improve delivery of larger scale housing developments, and stimulate private sector investment in the rental market
- improvements to the regulatory framework for tenants in caravan parks and rooming houses
- an expanded role for Housing Associations in the provision of social housing
- improved pathways for social housing tenants in education, training, employment and community participation
- expanded support for accessible and sustainable housing design.

Following its election in November 2010, the Coalition Government moved to develop a new *Victorian Social Housing Framework*. In April 2012, the Victorian Minister for Housing released two discussion papers for consultation – *Pathways to a Fair and Sustainable Social Housing System* and *Social Housing: a Discussion Paper on Options to Improve the Supply of Quality Housing*.

Issues addressed in the consultations on the *Victorian Social Housing Framework* included:

- **Financial viability:** it currently costs more to run public housing each year than the income available for this purpose
- **Age of public housing stock:** about half of the public housing stock is more than 30 years old and in need of repair;
- **Equity:** some parts of the current system are unfair to tenants, people on the waiting list and the community; and
- **Housing type:** the current system does not necessarily offer the type of housing that many tenants need.

Released in March 2014, *New Directions for Social Housing; A Framework for a Strong and Sustainable Future* outlines three directions for social housing:

- **Better Communities**, through efforts to strengthen public housing management, promote and enforce neighbourly behaviour, encourage tenants to participate in their communities and trial new service delivery models for management and maintenance.
- **Better Opportunities** by increasing support to people who are able to transition to the private rental market; increasing opportunities for tenants to work and study; encouraging more tenants into home ownership by increasing opportunities for public housing tenants to purchase selected public housing properties, and improving access to public housing for those in greatest need.
- **Better Assets** by investing \$1.3 billion in maintenance and upgrades to extend the economic life of current public housing stock; undertaking a strategic divestment, redevelopment and acquisition program to renew public housing that is ageing or no longer meets needs; driving the development of social housing plans; considering a strategy for stock transfer to community housing, and testing the viability of public-private partnerships in social housing.



4.4. WHAT ROLE CAN GREATER DANDENONG COUNCIL PLAY IN THE HOUSING MARKET?

As outlined earlier in Figure 41, the *Greater Dandenong Housing Strategy* shares significant links with a range of other related Council plans and processes. The development of a local housing strategy provides Council with an opportunity to reconsider its role in shaping housing outcomes and managing the effects of housing, and offers Council the means to influence housing outcomes.

Council recognises that many aspects of the housing market are beyond its sphere of influence and require commitment from the Australian and Victorian Governments and other key stakeholders. The table on the below sets out the key stakeholders which exert an influence on the housing market.

Local governments can take on a range of roles in the housing market to influence housing outcomes. Local government can influence the location, design, diversity, density, affordability and sustainability of housing through buildings approvals, development planning, municipal planning schemes and social planning initiatives. Some local governments also invest in housing, either on their own or in association with a development partner. The spectrum of possible engagement in the housing market is set out in the table below.

Table 13: Key Stakeholder - Roles and Responsibilities in the Housing Market

INFLUENCE IN THE HOUSING MARKET		STAKEHOLDER					
		Local Government	State Government	Federal Government	Service Sector	Development Industry	Community Housing Sector
PASSIVE ROLE	Research and Advocacy	✓	✓	✓	✓	✓	✓
	Promotion and Education	✓	✓	✓	✓	✓	✓
	Policy Development	✓	✓	✓			
	Regulatory Role	✓	✓	✓			
	Development Facilitation	✓	✓	✓		✓	✓
	Incentive and Grant Schemes	✓	✓	✓			
	Financial Sector Regulation, Taxation and Assistance		✓	✓			
	Infrastructure Planning and Improvement	✓	✓	✓		✓	
	Service Provision	✓	✓	✓	✓		✓
ACTIVE ROLE	Capital/Asset Investment	✓	✓	✓		✓	✓
	Housing Provider / Landlord	✓	✓		✓	✓	✓



Traditionally, the City of Greater Dandenong has not played an active role in the local housing market. Without a proactive policy articulating Council's role and the mechanisms by which it will intervene in the market, significant change in the supply or design of housing stock and transformative urban renewal, are unlikely to transpire.

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5. APPENDICES

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APPENDIX 1: GLOSSARY

ACCESSIBLE HOUSING	<p><i>Accessible Housing</i>, or ‘barrier-free’ housing, considers access for <i>all</i> users. Accessible housing is built to meet the changing needs of occupants across their lifecycle. Housing design considers entrance into the dwelling (such as wider doorways, step-free entries, paths from car-park to the dwelling and the inclusion of lifts in multi-storey development) and the ease of navigating within and around the dwelling (such as through the provision of wider bathrooms and corridors, step free showers and reinforced walls around the toilet, shower and bath to enable the future installation of grab rails etc.)¹³.</p>
ADAPTABLE HOUSING	<p>An adaptable housing unit is designed in such a way that it can be modified easily in the future, at minimal extra cost, to become accessible to both occupants and visitors with disabilities or progressive frailties¹⁴. Features may include: constructing the dwelling in a way to enable walls to be moved relatively easily (i.e. that there are no structural issue preventing a dwelling from being reconfigured internally); provision of a room at the ground floor which can be easily converted into a bedroom in future; ensuring that there is bathroom located at the ground floor etc.</p>
AFFORDABLE HOUSING	<p>Housing for low- to moderate-income households for which housing payments are such that the household is able to meet other basic and long-term living costs. Affordable housing includes public, community, social and high needs housing. Affordable housing is often measured via specific criteria such as housing costs being less than 30 per cent of household income and the occupants being the bottom 40 per cent of household income.</p>
	<p>Housing is thus considered “unaffordable” when a middle- or low-income household’s mortgage or rental payments exceed 30 per cent of their gross income. For example, if the combined income of a household is \$1000 per week, housing costs of over \$330 per week would be considered unaffordable and to detrimentally impact that household. This is commonly termed, “housing stress”.</p>
	<p>To put this in perspective, at current interest rates the weekly repayment for a mortgage of \$440,000 (median house price in Melbourne in 2013 is \$562,000, mortgage based on 20% deposit) is approximately \$600.</p>
AFFORDABLE LIVING	<p>The concept of “affordable living” takes into account not only the upfront costs of buying or renting a house, but also the costs of travel and utility bills. Affordable living is supported by housing that is well located in terms of access to education, work, leisure, health, transport and other required services. Reducing travel-to-work times and enhancing access to public transport to reduce car dependence, as well as ensuring that new housing meets environmental and energy standards are key</p>

¹³ Liveable Housing Australia 2012, *Liveable Housing Design Guidelines* (Liveable Housing Australia, Sydney)

¹⁴ AS 4299-1995 Australian Standard Adaptable housing (Standards Australia)



ways in which affordable living can be achieved.

AGE IN PLACE	Ageing in place refers to supporting people to remain living independently in their homes for as long as possible, as well as developing supported accommodation and care located close to where older people have lived for most of their lives to ensure that they do not lose touch with their local communities if they are unable to continue living independently.
BROADHECTARE LAND	Undeveloped land identified for residential development, generally located on the fringe of the metropolitan area. Within Greater Dandenong major broadhectare residential sites have been realised from the conversion of disused industrial sites and former VicTrack land and the rezoning of former farming land.
COMMUNITY HOUSING	<p>A form of social housing provided for low- to moderate-income or special needs households. The two types of community housing available are:</p> <ul style="list-style-type: none"> • Housing that is managed by registered housing associations and providers for affordable housing purposes, but is financed, developed and owned by state housing authorities. • Housing that is financed, developed and owned by the registered housing association in its own right or under joint ventures with state housing authorities where the costs are shared.
EXISTING URBAN AREAS	The term “existing urban areas” is used to distinguish locations subject to traditional infill development from major residential redevelopment sites in broadhectare locations. Existing Urban Areas are therefore defined as areas that, before 2004, have been developed for residential purposes. Existing commercial areas in which housing is permitted are also included in this category, for example, the core commercial area of Dandenong Metropolitan Activity Centre. Major residential redevelopment sites such as Metro3175, Somerfield and Meridian are not included.
HOUSING DEVELOPMENT DATA (HDD)	Housing Development Data is a dataset held by the DTPLI which provides information on the number and location of existing dwellings, vacant residential land, and recent residential development across all land within metropolitan Melbourne.
LOWER-INCOME HOUSEHOLDS	<p>Households earning an equivalised income equal to or lower than the lower quartile of Victorian households (\$427 per week). That is, households which, after taking into account the normal requirements of a household of that size and composition, experience a standard of living equal to, or lower than, the least affluent 25 per cent of households in Victoria.</p> <p>In Greater Dandenong, 16,012, or 35 per cent of households fell into this category in 2011 – the highest proportion of all municipalities in Melbourne.</p>
PUBLIC HOUSING	A form of social housing where the dwellings are financed, owned and managed by the State through the Director of Housing. The Director of Housing acts as the



landlord to public housing tenants

ROOMING HOUSE	A rooming house is defined under the <i>Public Health and Wellbeing Act Regulations 2009</i> as a building in which there is one or more rooms available for occupancy on payment of rent, in which the total number of people who may occupy those rooms is not less than 4.
SOCIAL HOUSING	A term used to describe public and community housing. Social housing is for people who are on low incomes and in greatest need including the homeless, those living in inappropriate housing or where rental costs are too high. Housing is provided and managed by either government or non-government organisations.
TRANSITIONAL HOUSING	A form of social housing that provides supported short-term accommodation for people who are in housing crisis, homeless or at risk of homelessness. This type of housing is typically coupled with intensive social services support to assist households in housing crisis to transition to permanent housing in the public, community or private market. The social services support varies depending on the needs of the household in crisis. Services can range from advice on financial management and planning to drug rehabilitation.
UPPER-INCOME HOUSEHOLDS	<p>Households in receipt of an equivalised income equal to or above the upper quartile of Victorian households (\$1203 per week). These are households which, after taking into account the normal requirements of a household of that size and composition, are receiving an income which affords them a standard of living equal to, or above, that of the most affluent 25 per cent of households in Victoria.</p> <p>In Greater Dandenong, in 2011, 4958 or 11 per cent of households fell into this category – the lowest proportion of all municipalities in metropolitan Melbourne.</p>
URBAN RENEWAL	<p>Urban renewal generally refers to place-based programs that aim to bring higher-quality amenities to areas that have a significantly weakened economic base, characterised by large concentrations of unemployment and social exclusion as well as a poor physical environment (Charter Keck Cramer, 2007: 55).</p> <p>Urban renewal involves kick-starting the process to attract private sector investment towards enhancing a sustainable and diverse community and a rejuvenated sense of place.</p> <p>Urban renewal typically involves efforts to: enhance the economic base of declining areas; attract private investment; improve the quality of housing and streetscapes; improve amenity; reduce crime; increase community pride and participation; improve access to services; promote health and wellbeing and generally create the picture of an attractive municipality</p>



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APPENDIX 3: HOUSING AND NEIGHBOURHOOD SURVEY 2012

In the course of preliminary research for the development of the Greater Dandenong Housing Strategy, a survey of housing and community conditions was prepared by Council. In early February 2012, the survey was mailed to 2500 households, randomly selected in equal numbers from Dandenong, Dandenong North, Keysborough, Noble Park North and Springvale - areas intended to reflect a range of socio-economic circumstances, as well as blend of recently-developed and longer-standing residential areas.

By late March, 431 completed surveys were returned, representing a response rate of 17 per cent - one which ranged from 12 per cent for Dandenong to 22 per cent for Keysborough. For each of the five suburbs, the number and percentage of responses, as well as the response rate, is set out in the accompanying table.

Table 14: Number of responses and response rates by suburb

AREA OF SURVEY	NUMBER OF RESPONSES	PERCENT OF RESPONSES	RESPONSE RATE
Dandenong	60	14	12
Springvale	83	19	17
Keysborough	109	25	22
Dandenong North	105	24	21
Noble Park	74	17	15
Total	431	100	17

While these numbers are not sufficient to ensure a representative sample of residents, the survey findings still provide some indication of the *relative* prevalence of certain concerns and perceptions among residents of the five suburbs.

SUITABILITY OF CURRENT HOME

In response to an inquiry about their current housing, 13 per cent of respondents indicated that it did not match their needs. The principal reasons given for considering their home unsuitable were poor housing quality, a home excessively large for a family of declining size, and one too small for a growing family.

At 22 per cent, occupants of units, and those living in their own homes, were both twice as likely to affirm that their home did not suit their needs as those living in houses or renting their accommodation (both at 11 per cent).

Among household types, respondents living in share houses (23 per cent) were the most likely to observe that their current accommodation did not suit their needs (see table below)

Table 15: Suitability of current home by household type

	ALONE	SINGLE PARENT	COUPLE WITH CHILDREN	COUPLE, NO CHILDREN	SHARE HOUSE
% No	17	9	14	13	23

PLANNING TO MOVE

Nearly one-third (31%) of respondents indicated that they planned to move from their current home in the future. Reasons included a desire to purchase a home, to acquire a home better suited to evolving



household needs, or to leave an area considered undesirable due to circumstances such as crime, unfavourable appearance, and limited access to quality schools, shops and other facilities.

Unit occupants were nearly twice as likely to confirm that they planned to move (43 per cent), than those in separate houses (25 per cent).

Table 16: Planning to move, by type of house

	APARTMENT	UNIT	HOUSE
% Yes	39	43	25

Renters were twice as likely to state that they planned to move (52 per cent) as those who owned or were purchasing their home (23 per cent overall).

Table 17: Planning to move, by tenure type

	RENT	MORTGAGE	OWN HOME
% No	52	27	20

RESPONDENTS' ASSESSMENT OF THEIR LOCAL AREA

One sequence of questions invited respondents to rate several attributes of their local area, in a scale from "very good" to "very poor". The option 'Don't know/not important' was also featured. For each of these questions, the proportion of respondents who rated a particular characteristic of their local area as "poor" or "very poor" is presented in table five, below. These findings are sorted in descending order of the percentage of respondents who provided that unfavourable rating.

Table 18: Rating of "poor" or "very poor" for features of respondents' local area

FEATURES OF THE LOCAL AREA	% POOR OR VERY POOR
Safety on the local streets	44
Appearance of local shops	33
Appearance of your street	31
Access to libraries & other facilities	31
Affordability	31
Quality of local childcare	27
Quality of nearby parks	24
Access to public transport	24
Appearance of other houses on your street	23
Quality of local schools	16
Value of your property	13
Condition of your home	13

Notably, nearly half of the respondents rated safety in their local streets as "poor" or "very poor", while a third also gave an unfavourable assessment of the appearance of local shops and streets, access to libraries and other community facilities, and the affordability of their homes.



ASSESSMENT OF THE LOCAL AREA BY SUBURB

Few associations were found between the unfavourable ratings accorded to features of the local area and other relevant respondent attributes, such as home and household characteristics, or tenure type. However, marked differences were evident among the respondents from each suburb.

The table on the following page presents replies to these questions for respondents from each of the five suburbs. For each feature of the local area, the percentage of respondents from these suburbs who rated it as “poor” or “very poor” is given. For each row, the highest percentage – denoting the suburb which gave the most unfavourable rating to that local feature – is highlighted.

Table 19: Rating of “poor” or “very poor” for features of respondents’ local area, by suburb

	DANDENONG	SPRINGVALE	KEYSBOROUGH	DANDENONG NORTH	NOBLE PARK	TOTAL
	PER CENT 'POOR' OR 'VERY POOR'					
Safety on the local streets	69	47	23	39	62	44
Quality of local schools	13	9	26	6	27	16
Quality of nearby parks	25	18	12	40	27	24
Access to public transport	2	11	60	11	22	24
Appearance of local shops	31	26	37	26	45	33
Affordability	38	33	21	35	34	31
Appearance of your home	22	21	1	8	21	13
Appearance of your street	41	34	19	33	34	31
Appearance of other houses	41	30	8	15	36	23
Quality of local childcare	13	18	38	42	14	27
Libraries and other com. facilities	16	14	46	34	35	31

Safety was cited as a concern by more than two-thirds of Dandenong residents – more than three times the corresponding proportion of Keysborough respondents. The appearance of the local streets and houses also attracted the most unfavourable rating from respondents living in Dandenong. Keysborough residents, on the other hand, expressed relatively unfavourable assessments of local public transport and libraries. Residents of Dandenong North gave the more disparaging appraisal of local parks and childcare, and those from Noble Park voiced the most negative assessment of local shops and parks.

CONDITIONS THAT RESPONDENTS WOULD LIKE TO CHANGE ABOUT THEIR NEIGHBOURHOOD

Two further questions asked respondents to identify features of their neighbourhood that they would either like to change, or which they did hold in favour. The first of these inquired: “Is there anything you would like to change about your neighbourhood?” The second question asked those respondents who indicated that they intended to move in the future and the reason why they were planning this change. Many responses to this question also related to aspects of the neighbourhood which respondents did not favour, or would like to change. Notably, unlike the questions whose responses are reviewed above, these two questions were open-ended and did not specify the issues which respondents should consider. The replies to both these inquiries have been categorised and summed, to give the percentage of respondents who cited particular aspects of their neighbourhood which they did not favour, or would like to change.

**Table 20: Unfavourable features of the local area**

FEATURES OF THE LOCAL AREA	% RESPONDENTS
Crime and antisocial behaviour	17
Hooning and other traffic problems	8
Untidy front yards	6
Need for local public transport	5
Parking difficulties	5
Rubbish on nature strips	5
Damaged footpaths & overhanging trees	5
Need for local shops	4
Need for better lighting	4
Unclean area	4
Need for more local schools	3
Poorly maintained parks	3
Multi-unit development	3
Need for local parks	2
Substandard local schools	1

By far the most widely-cited concern was with the level of crime and antisocial behaviour in the area.

The table below sets out the percentages of respondents from each of the five suburbs, who mentioned particular concerns about their neighbourhood.

Table 21: Unfavourable features of the local Area, by Suburb

	DANDENONG	SPRINGVALE	KEYSBOROUGH	DANDENONG NORTH	NOBLE PARK
Crime and antisocial behaviour	37	13	9	9	30
Parking difficulties	5	2	13	12	3
Hooning and other traffic problems	10	8	3	3	4
Rubbish on nature strips	8	11	0	1	7
Untidy front yards	5	7	5	9	1
Damaged footpaths & overhanging trees	5	8	3	8	0
Unclean area	7	5	1	3	7
Need for better lighting	5	4	1	7	5
Need for local public transport	2	1	14	4	0
Multi-unit development	5	1	3	0	11
Need for local shops	2	0	12	2	3
Poorly maintained parks	0	0	11	3	0
Need for more local schools	0	1	11	0	1
Substandard local schools	0	0	4	1	1

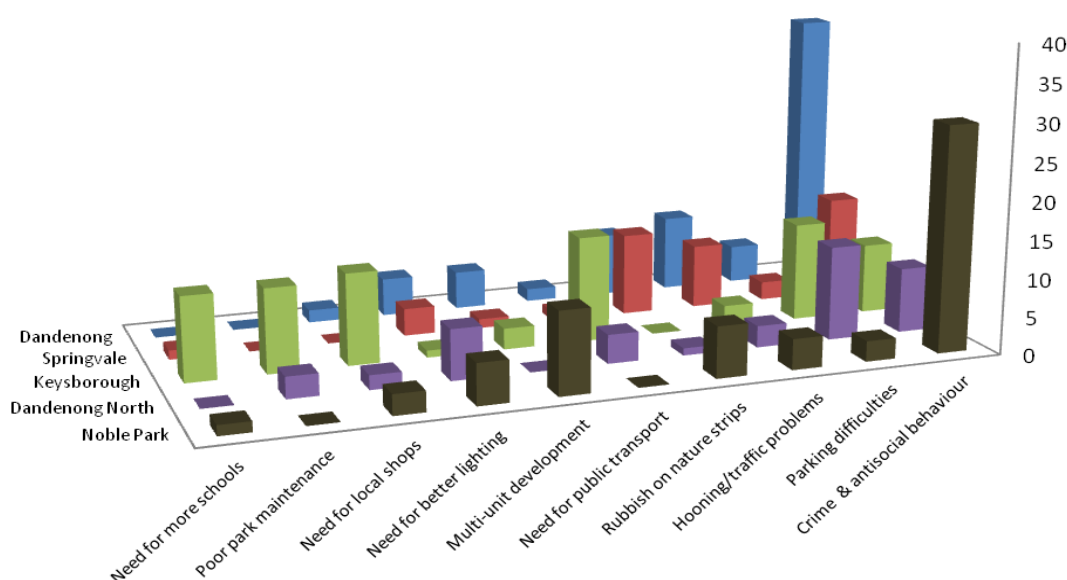
Local crime and antisocial behaviour is a conspicuous concern among respondents from Dandenong and Noble Park – just as peace and quiet, conversely, are least often cited as attributes by residents of these areas in Table 19. Hooning and other traffic problems, on the other hand, were most often cited by Dandenong residents. Many respondents from Keysborough expressed concerns about the need for local shops, schools and public transport.

As with the earlier table setting out results by suburb, caution should be exercised in interpreting the smaller percentages presented in the lower rows.



The figure below illustrates a selection of the same data, giving the proportions of respondents from each suburb who identified particular concerns about their local area.

Figure 42: Selected unfavourable features by suburb



CONDITIONS THAT RESPONDENTS FAVOURED ABOUT THEIR NEIGHBOURHOOD

An open-ended question: “Thinking about your neighbourhood, what do you like most about the area where you live?”, invited respondents to comment on favourable aspects of their neighbourhood. These responses have been categorised to illustrate the range of responses and their distribution among the five suburbs where this survey was conducted.

Nearly a third of respondents cited proximity to shops as a favourable feature of the area, and the same proportion mentioned the peacefulness of their neighbourhood. Proximity to public transport, parks, the freeway, schools, or to amenities in general, were also identified by many as aspects of their local area which held appeal. The tabulated responses to this question are set out in the table below.

Table 22: Favourable Features of the Local Area

FAVOURABLE FEATURES OF THE LOCAL AREA	% RESPONDENTS
Close to shops	29
Peaceful and quiet	29
Close to transport	22
Close to parks	13
Close to amenities	12
Close to freeway	7
Close to schools	6
A safe area	3
Enjoy multicultural character	2
Affordable	2
A clean area	1



The table below sets out the percentage of respondents from each of the five suburbs who rated each of these attributes favourably.

Table 23: Favourable features of the local area, by suburb

	DANDENONG	SPRINGVALE	KEYSBOROUGH	DANDENONG NORTH	NOBLE PARK
Close to shops	37	41	10	33	32
Peaceful and quiet	12	28	39	36	18
Close to transport	33	36	6	17	26
Close to amenities	13	18	1	13	18
Close to parks	2	2	43	2	4
A clean area	28	33	13	44	41
Close to schools	5	8	5	12	0
Close to freeway	0	0	6	21	1
Enjoy Multicultural character	3	4	0	0	5
A safe area	0	2	5	4	1

Data presented at the bottom of this table, where the percentages are lowest, should be interpreted with circumspection, since relatively few correspondents identified these features as attributes of the area, with the result that marked differences between the percentages for each suburb may arise by chance.

Proximity to shops was least often identified by respondents from Keysborough as an attribute of their local area. By contrast in table 8, the need for more shops was mentioned by a substantial proportion of respondents from the same suburb.

Dandenong and Noble Park were least often cited as peaceful and quiet, or as safe areas, while in table 21, residents of these suburbs were most likely to express concern about crime and antisocial behaviour.

Proximity to transport was least often cited as an attribute of the local area by respondents from Keysborough, while in Table 21 summarising local concerns, lack of transport was most often mentioned by residents of this suburb.