Planning Policy Framework, Integration version March 2014

Revised SPPF with <u>draft</u> *Plan Melbourne* and RGPs included, and showing potential integration of local policy.

This document has been prepared by the SPPF Review Advisory Committee.

This document is based on the Advisory Committee's interpretation of the October 2013 version of Plan Melbourne, and the December 2013 versions of Regional Growth Plans.

The Committee proposes that state policy appears in each scheme, but regional policy appears only in relevant schemes. Local policy would appear only in the scheme to which it applies. All state and regional policy would appear in the Victoria Planning Provisions, but local policy would not.

This version shows the how policy would apply in the:

PLANNING POLICY FRAMEWORK
Clause: 08 Housing

ABOUT THIS DOCUMENT

This document has been prepared by the SPPF Review Advisory Committee.

It is document a 'work-in-progress' of the Committee for comment. Comments are sought until 23 May 2014. An information package containing and explaining this document as well as general information about consultations and the actions of the Committee can be found on the website of the Department of Transport, Planning and Local Infrastructure at www.dtpli.vic.gov.au/planning. Go to the section listing current planning panels and advisory committees.

The Committee is headed towards an integrated version of state, regional and local policy to replace the SPPF and LPPF and provide a more streamlined and easy to interpret presentation of policy.

The Committee has benefited from feedback on its earlier 'foundation draft'. Two critical issues have emerged:

1. The 'rules of entry into the Planning Policy Framework (PPF), and
2. A more defined approach to language.

Mark up conventions

Clauses in this draft have been marked to identify where the policy has originated:

[10.2p5]	Clause and paragraph number from current SPPF. These policies my have been edited by the Committee.
[New]	New text introduced as part of a policy neutral review of the SPPF by the Committee.
[Update]	New text inserted after consultation with policy owners (State government departments and statutory authorities and agencies).
[PM pg 10] [1.1.1.1]	*Plan Melbourne* page reference or action reference
[RGP]	New text to implement Regional Growth Plans
[DP]	Metropolitan Planning Strategy Discussion Paper, 2012

Rules of entry

New policy must meet each of the rules of entry to be considered for inclusion in the PPF.

Rule 1. Status

1. At a state policy level, the policy must be formally adopted policy of the State Government.
2. At a regional policy level, the policy must be formally adopted policy of the State Government or all the affected councils.
3. At the local policy level, the policy must be formally adopted policy of the relevant planning authority, or the State Government.

Rule 2. Relevance

1. The policy must achieve at least one of the following four objectives:
   (a) facilitate sound, strategic planning and co-ordinated action at State, regional and municipal levels
   (b) facilitate the integration of land use and development planning and policy with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels
   (c) facilitate development
   (d) facilitate positive actions by responsible authorities and planning authorities to meet the planning objectives of Victoria.
2. The policy is best applied through the land use planning and development system.

Rule 3. Drafting

1. The text of the policy must be prepared in a form that meets the drafting conventions of the Planning Policy Framework.

Rule 4. Document references

1. Documents required to make or inform a planning decision, which meet Rule 1, may be included under "Guidelines for decision makers."

2. Documents which do not meet Rule 1, but which form useful background as to why a policy has been drafted in a particular way, may be included as "Background Documents".

Defined language

Strategies

The following matrix of strategy verbs presents the Committee's approach to the use of verbs in strategies based on the policy approach to be taken and the type of action to which the policy is directed. It identifies whether the strategy has a focus of facilitation, regulation, further planning work or identifying matters for consideration.

Matrix of strategy verbs	APPROACH TO BE TAKEN		
	Make it happen (facilitate support)	Support it happening (should	Control what happens must)
ACTION THEMES Build new	Facilitate Provide	Support Create	Require
Repair	Upgrade	Improve	Restore
Reinforce	Maintain	Conserve	Protect Reinforce
Preserve	Reduce (the adverse impact)	Minimise (the adverse impact)	Avoid (the adverse impact)
Decide	Recognise Balance		
Plan	Prepare (a specific type of plan) Plan/design Use (a specific technique or approach)		

Particular provisions

Particular provisions relevant to the policy matter have been listed to aid the decision maker.

Guidelines for decision makers

These include:

1. Relevant matters to be considered
2. Information to be supplied with permit applications
3. Standards that should be met in planning decisions.

Documents to be considered as relevant hold weight in decision making, at the discretion of the decision maker.

Strategic planning guidelines

The strategic planning guidelines are intended to indicate desirable further strategic work within a framework of continuous improvement.

List of strategic planning guideline verbs	a)	Monitor, consider
	b)	Review
	c)	Plan, Prepare (a specific type of plan), Identify
	d)	Use

Background documents

These are reference documents that provide background information to assist in understanding the context within which objectives, strategies and guidelines have been framed.

CONTENTS

08 HOUSING

08.01 LOCATION OF RESIDENTIAL DEVELOPMENT

08.01-S-01 Location of residential development
State Policy VC## dd/mm/yyyy

The residential zones are a suite of statutory tools for a planning authority to implement state and local policies and strategies for housing and residential growth in their planning scheme to better plan for residential development. [From Practice Note]

Strategic use of the residential zones can give greater clarity about the type of development that can be expected in a residential area, allow a broader range of activities to be considered and better manage growth. [From Practice Note]

Objectives and strategies

Objective 1   To increase the supply of housing in existing urban areas. 16.01-1p2part]

Strategy 1.1   Create an adequate supply of redevelopment opportunities within the established urban area to reduce the pressure for fringe development. [16.01-2p4]

Strategy 1.2   Support higher density housing on sites identified for residential growth. [16.01-2p3]

Strategy 1.3   Identify areas for increased housing activity, moderate residential growth and predominantly single dwellings. [New]

Strategy 1.4   Facilitate a mix of private, affordable and social housing in activity centres. [16.01-5p8]

Strategy 1.5   Facilitate increased housing yield on under-utilised urban land. [16.01-1p2 part]

Strategy 1.6   Encourage the development of well-designed medium-density housing which: [16.01-4p3]
   a) Respects the neighbourhood character. [16.01-4p4]
   b) Improves housing choice. [16.01-4p5]
   c) Makes better use of existing infrastructure. [16.01-4p6]

Strategy 1.7   Plan and design housing to integrate with infrastructure and services provision. [16.01-1p4]

Strategy 1.8   Avoid the unplanned encroachment of residential development on incompatible uses. [Update]

Strategic planning guidelines

Strategic planning should:

1.   Identify areas where a change in zone would allow for better use of infrastructure or land.

2.   Identify opportunities for increased residential densities to help consolidate urban areas. [16.01-2p6]

3.   Identify a range of different housing growth areas, including:
   (a) Mixed use areas with a mix of residential and non-residential development and local neighbourhood centres undergoing renewal and around train stations. [From Practice Note]
   (b) Residential growth locations near activities areas, town centres, train stations and other areas suitable for increased housing activity such as smaller strategic redevelopment sites. [From Practice Note]
   (c) General residential areas where moderate growth and diversity of housing consistent with existing neighbourhood character is to be provided. [From Practice Note]
   (d) Neighbourhood residential areas where single dwellings prevail and change is not identified, such as areas of recognised neighbourhood character, environmental or landscape significance. [From Practice Note]

4. Use Residential Zones in accordance with the following criteria with reference to Practice Note 78: Applying the residential zones July 2013: [New]
    (a) Is there identified neighbourhood character to be retained? [Update]
    (b) Is the site identified as an area for growth and change? [Update]
    (c) Are there existing landscape or environmental character/ constraints? [Update]
    (d) Is the risk associated with known hazard high or low? [Update]
    (e) What is the existing or desired level of development activity? [Update]
    (f) Is this a brownfield or urban renewal site or area? [Update]
    (g) Is there an adopted housing and development strategy? [Update]
    (h) Is the site identified in Activities Area structure plan/policy? [Update]
    (i) If not in an Activities Area, is it redevelopment of commercial or industrial land? [Update]
    (j) Is there good access to employment options? [Update]
    (k) Is there good access to local shopping? [Update]
    (l) Is there good access to local community services? [Update]
    (m) Is there good access to transport choices? [Update]

08.01-RV-01   Rural residential development

Regional Policy: Regional Victoria   VC## dd/mm/yyyy

Objectives and strategies

Objective 1   To reduce adverse economic, social and environmental impacts of residential development. [New]

Strategy 1.1   Avoid residential growth in areas where tourism developments should be given priority to support the local economy. [RGP]

Strategy 1.2   Plan for the consolidation of existing settlements where investment in physical and community infrastructure and services has already been made. [16.02-1p3]

Objective 2   To significantly reduce adverse economic, social and environmental impacts of rural residential development. [16.02-1p5]

Strategy 2.1   Protect the long-term sustainable use of natural resources including agricultural production, water, mineral and energy resources. [16.02-1p6]

Strategy 2.2   Protect existing landscape values and environmental qualities such as water quality, native vegetation, biodiversity and habitat. [16.02-1p7]

Strategy 2.3   Minimise or avoid property servicing costs carried by local and State governments. [16.02-1p8]

Strategy 2.4   Avoid development of isolated pockets of rural residential development. [16.02-1p9]

Strategy 2.5   Support lot consolidation of existing isolated small lots in rural zones. [16.02-1p10]

Strategy 2.6   Maintain an adequate separation distance between rural residential development and intensive animal husbandry. [16.02-1p11]

Guidelines for decision makers

Guidelines:

1. Rural residential development should not encroach on high quality productive agricultural land or adversely impact on waterways or other natural resources. [16.02-1p12]

2. Rural residential development should be located close to existing towns and urban centres, but not in areas that will be required for fully serviced urban development. [16.02-1p13, 16.02-1p14]

3. Rural rural residential development should be supplied with electricity and water and good quality road access. [16.02-1p13, 16.02-1p15]

Strategic planning guidelines

Strategic planning should:

1. Identify land suitable for rural residential development. [16.02-1p1]

2. Manage development in rural areas to protect agriculture and avoid inappropriate rural residential development. [16.02-1p2]

3. Demonstrate need and identify locations for rural residential development through a housing and settlement strategy. [16.02-1p4]

08.01-M00-01   Location of residential development

Regional policy: Metropolitan Melbourne   VC## dd/mm/yyyy

> This policy is based on the Advisory Committee's interpretation of Plan Melbourne and may need to be reviewed before the PPF is finalised.

Objectives and strategies

Objective 1   **To reduce the cost of living by increasing housing supply near services and public transport. [2.2]**

Strategy 1.1   Facilitate housing close to jobs and transport. [2.2.3]

Strategy 1.2   Facilitate high-density residential development in Melbourne's expanded Capital City Zone. [2.2.1]

Strategy 1.3   Facilitate greater diversity of housing within significant change areas including family-friendly housing, affordable and social housing, and housing for key workers. [2.2.1]

Strategy 1.4   Support lot consolidation in existing suburbs. [2.2.3.4]

Strategy 1.5   Protect unique neighbourhoods from residential densification. [4.2.1]

Strategic Planning Guidelines

Strategic planning should:

1. Use municipal housing strategies to address the need to protect neighbourhoods. [4.2.1.2]

2. Use planning controls that allow for increased housing choice within walkable distances of railway stations in the growth areas. [2.2.4]

3. Plan to accommodate the majority of new dwellings in established areas within walking distance of the Principal Public Transport Network. [5.1.1.]

4. Use the Neighbourhood Residential Zone across at least 50 per cent of Melbourne's residential-zoned land. [4.2.1.1]

5. Review policies for the application of the Residential Growth Zone to ensure that well-located neighbourhoods that are walking and cycling-friendly can accommodate an appropriate level of new housing so that more Melburnians can benefit from the healthy lifestyle available. [4.3.1.5]

08.01-gnut-01   Location of residential development

Local policy: Gumnut   C## dd/mm/yyyy

> Local policy tailored for each municipality can be inserted here if required

08.02   HOUSING DIVERSITY AND AFFORDABILITY

08.02-S-01   Housing diversity and affordability

State Policy   VC## dd/mm/yyyy

Objectives and strategies

Objective 1   **To provide for a range of housing types to meet increasingly diverse needs. [16.01-4p1]**

Strategy 1.1   Facilitate housing that matches changing demand, widening housing choice, particularly in the middle and outer suburbs. [16.01-4p2]

Strategy 1.2   Facilitate a mix of housing types and higher housing densities in growth areas. [16.01-4p9]

Strategy 1.3   Support innovative housing solutions that provide greater flexibility and adaptability in housing stock. [New]

Strategy 1.4   Prepare municipal housing strategies to improve housing choice. [2.1.1]

Objective 2   To improve housing affordability in areas close to jobs, transport and services. [16.01-5p1]

Strategy 2.1   Facilitate the supply of affordable housing. [2.4]

Strategy 2.2   Support land supply strategies that reduce land prices.

Strategy 2.3   Support opportunities for a wide range of income groups to choose housing in well-serviced locations. [16.01-4p8]

Strategy 2.4   Facilitate good housing design to keep down costs for residents. [16.01-5p5]

Strategy 2.5   Support housing that is both water efficient and energy efficient. [16.01-1p5]

Strategy 2.6   Facilitate residential development that is cost-effective in infrastructure provision and encourages public transport use. [16.01-2p5]

Objective 3   To encourage well-designed and appropriately located housing for older people. [16.02-4p1]

Strategy 3.1   Plan to enable older people to live in appropriate housing in their local community. [16.02-3p3-5]

Strategy 3.2   Facilitate a mix of housing for older people with appropriate access to care and support services. [16.02-4p4]

Objective 4   To facilitate the supply of social housing. [New]

Strategy 4.1   Facilitate the redevelopment and renewal of social housing stock to better meet community needs. [16.01-5p9]

Strategy 4.2   Facilitate the delivery of high quality social housing to meet the needs of Victorians. [16.01-1p6]

Strategy 4.3   Recognise that the provision of social housing is facilitated through a range of funding, delivery and partnership models with external housing providers. [Update]

Strategy 4.4   Determine the costs, benefits and opportunities of including social housing in identified urban renewal precincts before beginning structure planning or rezoning land. [Update]

Strategy 4.5   Facilitate the renewal of existing social housing sites through planning and development controls. [Update]

Particular provisions

1.   Clause 52.41 – Government Funded Social Housing

Guidelines for decision makers

Guidelines:

1.   Social housing should be located in residential areas, activity centres and strategic redevelopment areas, close to services and public transport or on an existing site with the potential for renewal. [Update]

2.   Social housing established early in the life of a growth area should be located where there is access to services and public transport. [Update]

Strategic planning guidelines

Strategic planning should:

1.   Plan for an appropriate quantity, quality and type of social housing in local housing strategies.

2.   Consider the provision of social housing in precinct structure plans and activity centre structure plans.

3.   Recognise that there are a number of factors, including joint partnerships and existing landholdings that inform the location of social housing.

08.02-gnut-01   Housing diversity and affordability

Local policy: Gumnut   C## dd/mm/yyyy

Local policy tailored for each municipality can be inserted here if required

08.03   DESIGN OF HOUSING

08.03-S-01   Design of housing

State Policy   VC## dd/mm/yyyy

Objectives and strategies

Objective 1   To support well-designed housing. [New]

Strategy 1.1   Design development to provide good amenity for residents.

Particular provisions

1.   Clause 54 – One dwelling on a lot
2.   Clause 55 – Two of more dwellings on a residential lot

Guidelines for decision makers

Consider as relevant:

1.   Design Guidelines for Higher Density Residential Development (Department of
     Sustainability and Environment, 2004) in assessing the design and built form of residential
     development of four or more storeys. [15.01-2p32]

08.03-RV-01   Design of housing

Regional Victoria: Regional Victoria   VC## dd/mm/yyyy

Objectives and strategies

**Objective 1   To support development of distinct settlements to create healthy, attractive
                and liveable communities. [RGP]**

Strategy 1.1   Support principles of universal and adaptable design to be incorporated into new
               housing. [RGP]

08.03-gnut-01   Design of housing

Local policy: Gumnut   C## dd/mm/yyyy

Local policy tailored for each municipality can be inserted here if required

08.04   SPECIAL PURPOSE HOUSING

08.04-S-01   Aged accommodation

State Policy   VC## dd/mm/yyyy

Objectives and strategies

**Objective 1   To facilitate the timely development of residential aged accommodation to
                meet existing and future needs. [16.02-3p1]**

Strategy 1.1   Recognise that residential aged accommodation contribute to housing diversity
               and choice, and are an appropriate use in a residential area. [16.02-4p2]

Strategy 1.2   Recognise that residential aged accommodation are different to dwellings in their
               purpose and function, and will have a different built form (including height, scale
               and mass). [16.02-4p3]

Guidelines for decision makers

Guidelines:

1. Residential aged accommodation should:
    (a) Be located in residential areas, activity centres and strategic redevelopment areas, close to services and public transport. [16.02-4p5]
    (b) Respond to the site and its context. [16.02-4p6-8]
    (c) Achieve high urban design and architectural standards. [16.02-4p6-9]
2. Residential aged accommodation established early in the life of a growth area should be located where they will have early access to services and public transport. [16.02-4p6-7]

Consider as relevant: [16.02-3p6]

1. Commonwealth Government's ratios for the provision of aged care places under the *Aged Care Act 1997*. [16.02-3p7]

Strategic planning guidelines

Strategic planning should:

1. Plan for an appropriate quantity, quality and type of aged accommodation. [16.01-1p3]
2. Consider aged accommodation in local housing strategies, precinct structure plans, and activity centre structure plans. [16.02-3p2]
3. Identify an adequate supply of land or redevelopment opportunities for residential aged care facilities. [16.02-3p4]

08.04-S-02   Crisis accommodation, community care units and shared housing

State Policy   VC## dd/mm/yyyy

Objectives and strategies

Objective 1   To encourage the establishment of crisis accommodation, community care units and shared housing in residential areas and to ensure that their location is kept confidential. [16.02-2p1]

Strategy 1.1   Facilitate crisis accommodation, community care units and shared housing to meet community needs. [Update]

Particular provisions

1. Clause 52.22 Crisis Accommodation
2. Clause 52.23 Shared Housing
3. Clause 52.24 Community Care Unit
4. Clause 52.41 – Government Funded Social Housing

Strategic planning guidelines

Planning Schemes must not require a planning permit for or prohibit crisis accommodation and community care units (with accommodation for no more than 20 clients plus supervisory staff) in areas used mainly for housing. [16.02-2p5]

Planning Schemes must not require a permit for or prohibit shared housing (not less than 4 persons and not more than 12 persons are accommodated on the site) in areas used mainly for housing. [16.02-2p3]

Planning schemes must not identify the site of a community care unit or a dwelling used for crisis accommodation as having that use. [16.02-2p4]

08.04-S-03   Caretakers' houses

State Policy   VC## dd/mm/yyyy

Objectives and strategies

Objective 1   **To protect industrial areas from the intrusion of residential development in the form of inappropriate Caretaker's Houses. [New]**

Strategy 1.1   Require any proposal for a Caretaker's house to demonstrate that the house is essential for operation of the activity to which it is ancillary. [New]

Strategy 1.2   Avoid subdividing a Caretaker's houses from the use or development to which it is ancillary. [New]

08.04-gnut-01   Special purpose housing

Local policy: Gumnut   C## dd/mm/yyyy

Local policy tailored for each municipality can be inserted here if required