Affordable Housing Strategy

2021

Bayside City Council acknowledges the Traditional Owners and custodians of this land, the Boon Wurrung people, and we pay our respects to their Elders past, present and emerging.

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Executive Summary

The *Affordable Housing Strategy* 2021 has been prepared by Bayside City Council to provide guidance as to how Council is responding to its diverse communities' need for affordable housing.

Housing is a complex system of not-for-profit, private market developers, lenders, and insurers and touches every level of government. Housing is also accepted internationally as a basic human right; considered as public health infrastructure essential to supporting current and future populations. Rising housing prices affect the Bayside community in different ways, and this requires searching for solutions that match Bayside's unique challenges.

Victoria is facing a housing crisis with issues associated with housing affordability and long-term homelessness. As a result of population growth, cost of living pressures, unemployment and impacts of COVID-19, more people than ever are waiting longer to access public housing. The Council to Homeless Persons recommends that the most powerful action that local governments can undertake to reduce homelessness is to support the delivery of homes that people can afford.

Affordable rental and homeownership options are increasingly out of reach for current residents as well as for those seeking a new life in the community. Construction costs are rising, and there is a limited supply of new land.

To combat this, Council is proposing a suite of actions that can broadly be grouped into the following themes:

- advocacy;
- partnerships;
- direct intervention and support; and
- through its planning functions through the Bayside Planning Scheme.

This Strategy identifies the actions that Council will undertake to seek more inclusive and affordable development and provide for effective planning processes to facilitate the increase of social and affordable housing within Bayside as well as more equitable outcomes for the community. Within each of these themes, Council is aiming to:

- Increase the provision of social and affordable housing on public and private sites across Bayside;
- Increase the quality of social and affordable housing across Bayside;
- Create partnerships to support the delivery of additional affordable housing;
- Strengthen Council's role and responsibilities in supporting Bayside residents in or at risk of housing crisis.

Purpose

The purpose of the Bayside Affordable Housing Strategy 2021 is to increase the supply of appropriate and accessible affordable housing in Bayside by:

- Continuing to strengthen Council advocacy position to State and Federal Government to achieve effective policy and increase investment; and
- Facilitating the supply of affordable housing in new developments.
- Partnering and building relationships with State Government and housing sector (private market and community housing providers) to incentivise and increase the quality and quantity of social housing in Bayside.
- To advocate and encourage the incorporation of universal design within affordable housing across the housing sector.

Intent and Scope

The development of Council's Affordable Housing Strategy has been informed by community consultation through the development of the Bayside Housing Strategy 2019, a series of workshops and discussions with Councillors, and the preparation of a Background Report that provides an overview of the key drivers, issues and opportunities relating to affordable housing.

Council's focus is primarily on the provision of affordable housing rather than other housing types that interrelate, including social housing, crisis accommodation and addressing homelessness. Whilst these are important issues to consider, they are outside the scope of the Affordable Housing Strategy. Appendix 1 to this Strategy includes definitions that have been adapted by using academic sources within the Housing sector.

The *Affordable Housing Strategy Background Report* contains the background information for this Strategy, including the study and research process that was followed.

Key data from DFFH (formerly DHHS) and ABS Census was utilised to provide a demographic analysis of the municipality. Council has an up to date 'Community profile' that provides information on housing tenure and households, age, ethnicity, education, disability, population and population forecasts, employment, unpaid work, and income.

Research into the types of planning functions available to assist in the increase of affordable housing within Bayside was undertaken in the Background Report. Australian Housing and Urban Research Institute (AHURI) and the Planning Institute of Australia (PIA) have been largely informative to the types of actions available for Council to pursue.

The Strategy focuses largely on affordable housing in terms of public and community housing, affordable rentals, and affordable home ownership. Through this Strategy Council has identified goals, objectives and actions that involve all levels of government to resolve the crisis together.

Guiding principles

The development of the Bayside Affordable Housing Strategy 2021 has been informed by Council's considerable policy framework to guide housing and residential development outcomes for the municipality. The relevant documents include:

- *Bayside Council Plan* 2017-2021
- *Bayside Community Plan* 2025
- *Bayside Community Vision 2050*
- *Bayside Housing Strategy* 2019
- *Improving Housing Affordability and Social Housing Options in the City of Bayside – Advocacy Action Plan,* June 2018
- *The Regional Local Government Homelessness and Social Housing Charter* 2020
- The Local Planning Policy Framework

Council has structure plans in place for all activity centres within Bayside. These plans have been produced to implement the vision, objectives, and strategies for each activity centre within the Bayside Planning Scheme. Building on the strengths of each area, the activity centres will accommodate for higher density residential living, as they are well-serviced and connected to public transport, making these centres the most accessible locations within the municipality to work, live and shop. This also supports the more incremental level of change that is envisaged in other parts of the municipality that do not benefit from the same level of access to services.

The State and Federal Governments have their own frameworks and strategic objectives in place. At a Federal level, government initiatives primarily relate to the financing mechanisms to drive investment in the delivery of affordable housing.

At the Victorian State level, *Plan Melbourne* 2017-2050 sets the vision and policy direction for the growth of Melbourne to 2040. The Strategy encourages sustainable population growth and the need to provide affordable housing developments in and around activity centres, proximate to services, transport, and jobs. The development of the *Homes for Victorians* 2017 and the *Big Housing Build* program have also paved the way for setting policy direction and investment for affordable housing in Victoria.

Through the *Big Housing Build* program, the Victorian government has also announced its plan to provide a State-wide ten year Social and Affordable Housing Strategy.

Understanding Affordable Housing

Access to housing is foundational to human development and helps to achieve broader equity goals. Affordable, stable housing can help people meet their basic needs and build reserves for unforeseen expenses.

Providing a diverse set of housing sizes and types can help to accommodate the many different household demographics and their individual housing needs. Locating homes close to services, transport options, parks and open space, civic infrastructure and retail areas increases quality of life.

Housing affordability is a key component of housing equity. Research into the very real benefits and limitations of mixed-income development suggests that the creation and preservation of affordable homes in asset-rich suburbs is one of the few successful strategies for overcoming economic segregation and in turn enhancing social cohesion.

In Australia, the need for affordable housing has never been more urgent. For many jurisdictions across the State, now is the time to consider adopting robust equitable housing policies that build permanently affordable housing stock and in turn create inclusive communities.

For many decades, mass suburban owner occupation has been the solution to housing Australia's urban population. With more recent trends highlighting the higher cost of housing, an increase to the number of households in rental stress and an increase in apartments and smaller housing stock, it can be challenging for households in lower and middle income ranges to gain access to secure and affordable housing.

The State Government's *Homes for Victorians'* Strategy provides a definition of affordable housing as *'housing that is appropriate for the needs of a range of very low to moderate income households, and priced (whether mortgage repayments or rent) so these households are able to meet their other essential basic living costs.'*

This is distinct from housing affordability that is a general term used to reference the whole housing system, expressing the relationship between housing costs (prices, mortgage payments or rents) and household incomes.

Social housing is an umbrella term that includes both public housing and community housing. It is rental housing that is provided and/or managed by government or non-government organisations.

Figure 1 shows the key definitions used to describe affordable housing. It is important to understand that there are various housing types that form part of the 'housing spectrum.' What distinguishes the types of housing on the spectrum is the level of assistance or subsidy required. For supportive and social housing, the highest level of subsidy is required, and this progressively decreases towards the other end of the spectrum, that is market rental and home ownership.

This Affordable Housing Strategy aims to increase the supply of social and affordable rental housing within Bayside which can be developed and managed through registered housing providers and/or private developers. While the provision of affordable home ownership is also important, it is unlikely that Council will be able to provide strategies or actions that would assist its development. Social housing and affordable rental housing are more accessible than ownership, especially for those in need and on very low and low incomes and can be retained to help others in the long term.

Figure 1 | Affordable housing spectrum

CRISIS AND EMERGENCY ACCOMMODATION	TRANSITIONAL HOUSING	PUBLIC AND COMMUNITY HOUSING	AFFORDABLE RENTAL	AFFORDABLE HOME OWNERSHIP	MARKET RENTAL	MARKET HOME OWNERSHIP

SUPPORTIVE/SOCIAL HOUSING

AFFORDABLE HOUSING

MARKET HOUSING
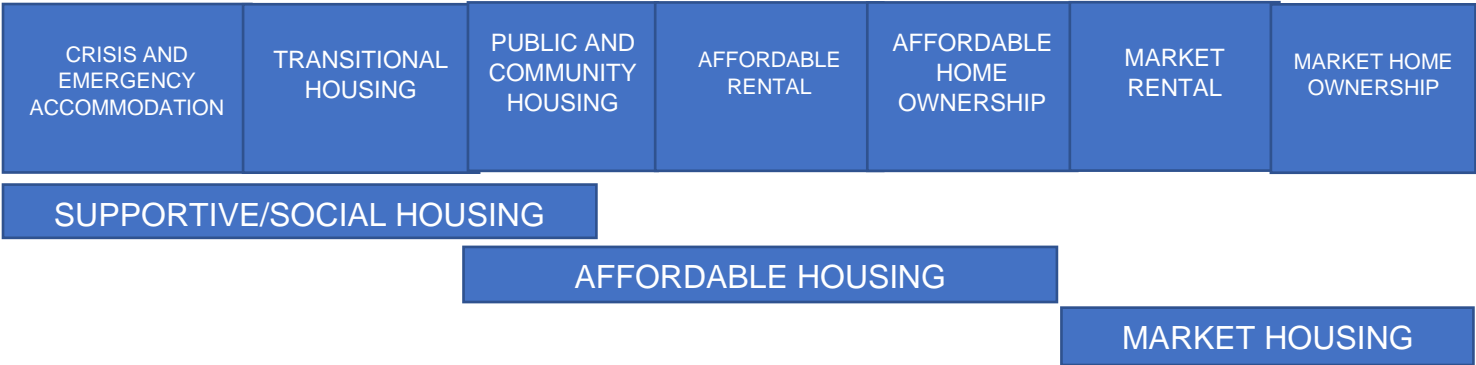
Who are the people in our community that need access to affordable housing?

The primary segment of the community that require access to affordable housing are those that fall within the low and very-low income households. This can often compromise people in lone person or single parent households, older people, persons with a disability, people born in non-English or English as a second language-speaking families and people outside of paid employment.

A household can access affordable housing if they meet the household income thresholds that are set annually by Order of the Governor in Council. Occupants can be at any stage of their lives and in need of affordable housing. As a result, dwellings should be designed to adapt the changing needs of its occupants and priced at a level which is affordable relative to the income of its occupants.

Figure 2 | Income ranges for very low to moderate income households, 2020

Household	Very low income range (annual)	Low income range (annual)	Moderate income range (annual)
Single adult	Up to $26,090	$26,091 to $41,750	$41,750 to $62,610
Couple, no dependent	Up to $39,130	$39,131 to $62,620	$62,621 to $93,920
Family (with one or two parents) and dependent children.	Up to $54,780	$54,781 to $87,670	$87,671 to $131,500

Why does Social and Affordable Housing matter in Bayside?

For many residents, living in Bayside is a deliberate and highly valued lifestyle choice. Bayside is a liveable municipality blessed with recreational opportunities and access to natural environments along our foreshore, parks and golf courses and has become an attractive neighbourhood for young families, retirees and young people finding their independence.

However, choosing to live in Bayside whilst having a moderate, low or very low income does not provide you with many options. Affordable rental listings from June 2019-June 2020 found that there was only 0.2% of listings available that were affordable for a person with a very low income. Further, 11.9% of listings were affordable for a person with a low income, and 49.2% of listings were affordable for a person on a moderate income.[1] This means when people within these income brackets choose to live in the municipality, they likely need to spend more than 30 per cent of their gross household income on housing – which in turn puts them in housing stress.

In 2016, it was found that 2,769 of the 36,776 households in Bayside were in housing stress. Of the 8,190 households renting in Bayside, 23.7% were in rental stress.[2]

Each year, SGS Economics and Planning prepares a Rental Affordability Index Report that tracks the rental affordability across Australia and highlights the experiences of disadvantaged households. The most recent report from December 2020 identified the top five least affordable postcodes in Greater Melbourne. Of the 5

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[1] .id Consultants, City of Bayside 'housing monitor', 2021, available at:
https://housing.id.com.au/bayside
[2] .id Consultants, City of Bayside 'housing monitor', 2021, available at:
https://housing.id.com.au/bayside

postcodes, three are within the City of Bayside; 3187 (Brighton East), 3186 (Brighton) and 3188 (Hampton).

Figure 3 | 5 least affordable postcodes in Greater Melbourne[3]

Rank	Postcode	Suburbs	Rental Affordability Index (RAI) Score	Rent as share of median household income
1	3187	Brighton East	84	36%
2	3186	Brighton	89	34%
3	3206	Albert Park, Middle Park	89	34%
4	3104	Balwyn North	95	32%
5	3188	Hampton	99	30%

Figure 4 provides median rental unit prices in the City of Bayside in 2020. Notably, there is not one Bayside suburb that provides for a 1 Bedroom apartment that is less than $300 per week, making all 1-bedroom rental medians greater than 30% of a very low-income earners salary.[4]

When rent or mortgage expenditure takes out more than 30% of a household income, it becomes the likely largest single component of a household budget. Expenditure on housing costs therefore competes with expenditure of other items such as utilities, recreational activities, food and education. High housing costs can therefore result in households having to – or forced to – forego other essentials such as medication, health visits, food, heating, housing quality, transport and recreational activities that have a direct impact on physical, emotional and mental health.[5]

The lack of affordable housing available to rent within Bayside also means that our residents are at higher risk of going through extreme lifestyle changes when struck with financial impacts. To understand how this can happen, the following examples are provided as situations that can lead to mortgage or rental stress:

- family breakdown or separation;
- accident or Injury to individual(s) which requires full or part time care;

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[3] SGS Economics and Planning, Rental Affordability Index Report, November 2019, available at: https://www.sgsep.com.au/assets/main/Projects/SGS-Economics-and-Planning_RAI-November-2019.pdf

[4] 'Explore Australian Suburbs,' Realestate.com.au, available at: https://www.realestate.com.au/neighbourhoods?cid=cid:buy:left:homepg:neighbourhoods

[5] C. Nygaard, Swinburn University of Technology, 'Social and Affordable Housing as Social Infrastructure – a literature review for the Community Housing Industry Association', 2019, available at: https://www.communityhousing.com.au/wp-content/uploads/2019/11/Social-and-affordable-housing-as-social-infrastructure-FINAL.pdf?x12261

- unprecedented financial stress;
- temporary unemployment;
- family or domestic violence fleeing;
- alcohol or drug abuse.

Furthermore, it has been found that single, older women in Australia have emerged as a group vulnerable to housing insecurity and have a higher risk of becoming homeless in later life[6]. Between 2011-2016, women over the age of 55 years are the fastest growing cohort of people experiencing homelessness in Australia and this trend is likely to have continued since 2016 given our ageing population and the significant gap in wealth accumulation between genders.[7] Older, sometimes uneducated, single women who have worked through their lives are increasingly presenting to homelessness services due to a lack of accumulating superannuation as a result of leaving the workforce due to family commitments and/or care duties and have generally shown a dependence on shared incomes or welfare payments.[8]

Impacts on social cohesion is not always a consequence of financial stress. It can also occur when empty nesters are seeking to downsize and unable to find an affordable option within Bayside.

Any of these situations can and do occur within an individual's lifetime, and they will usually exit this stress by moving to a new house. However, if moving to a new house within Bayside isn't viable, it means that this household will likely be forced to move outside of the municipality - uprooting their lifestyle and dismantling their support systems contained within the Bayside community. This transition to more affordable suburbs outside of Bayside diminishes the diversity within the community and can cause negative impacts.

A benefit of providing social and affordable housing options is that it presents greater opportunities and access to work within the City of Bayside for very low, low, and moderate-income earners. There are over 17,000 people travelling to Bayside for work. Despite a large majority of these people living within neighbouring municipalities, there are still many local workers travelling to Bayside from Greater Dandenong, Casey, Knox, and Melbourne. With 22.2% of local workers earning less than $500 a week, it could be assumed that local workers that do not live in Bayside are unable to due to financial constraints.

Lower income households make fundamental contributions to the economic and social life of the municipality and should not be forced out of the Bayside community due to the lack of affordable housing. If there is an increase in supply of social and affordable housing, this will enhance the City's key worker retention. If there is no

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[6] A. Sharam, Institute for Social Research, Swinburne University of Technology, 'The Voices of Midlife Women Facing Housing Insecurity in Victoria, Australia', 2017.
[7] Australian Human Rights Commission, Older Women's Risk of Homelessness: Background Paper, April 2019, available at: https://humanrights.gov.au/our-work/age-discrimination/projects/risk-homelessness-older-women
[8] A. Sharam, Institute for Social Research, Swinburne University of Technology, 'The Voices of Midlife Women Facing Housing Insecurity in Victoria, Australia', 2017.

intervention, the number of workers commuting every day will continue to increase, becoming significantly unsustainable, placing strain on the local economy, and create ongoing exclusion in the Bayside community.

As the waitlist to access public housing continues to grow with the increased demand for affordable housing, there is an urgent need to work on the core of the problem – that is, the lack of affordable housing for moderate, low or very low income earners. It is estimated that 1,028 households have an unmet need for affordable housing in City of Bayside. This represents 2.8% of all households.
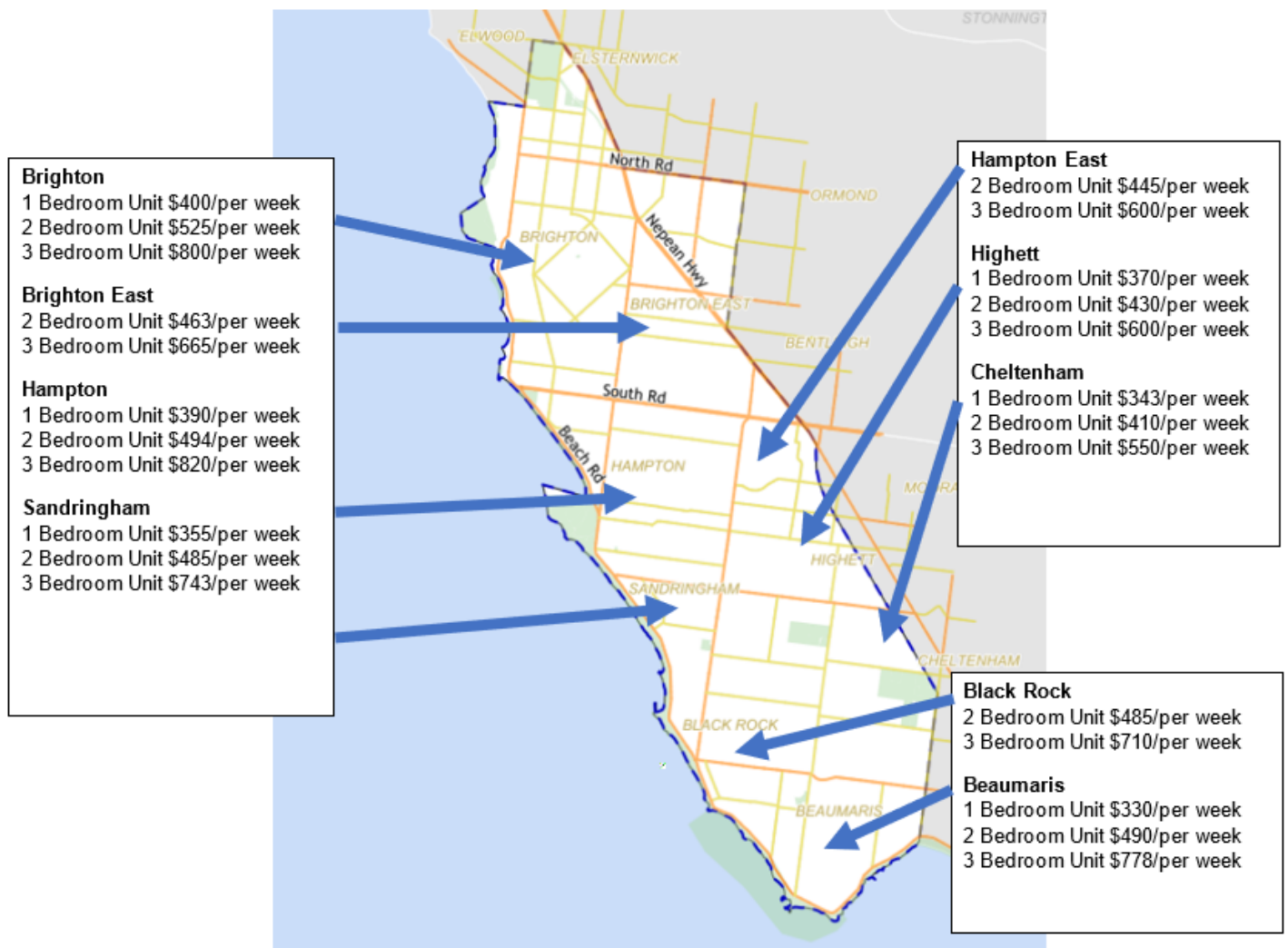
The entry level price of a house in Bayside is more than double the entry level of Greater Melbourne, with rental prices following in trend, even though 18% of Bayside residents are within the 'very low' income bracket. As a result, in 2016 there were about 2,769 Bayside households in housing stress. Typically, these households were within the moderate, low, and very low-income brackets and comprise:

- 1,049 in mortgage stress – this is 9% of households with a mortgage in Bayside;
- 1,720 in rental stress – this is 23.7% of households renting in Bayside.[9]

In this same year, there was only 0.2% of rental listings affordable for a household with a very low income, despite now having 18% of the Bayside population within this income bracket. Only 11.9% of rental listings were affordable for a household on a low income, and 49.27% available for a household with a moderate income.

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[9] .id Consultants, City of Bayside 'housing monitor', 2020, available at: https://housing.id.com.au/bayside

Outside of the private market, there are approximately 1,209 social housing dwellings in the City of Bayside.[10] The majority of these dwellings are located on housing estates that are outdated and require refurbishments or redevelopment. Whilst the New Street Estate in Brighton is currently being redeveloped, there has not currently been any announcements made in relation to other sites across Bayside.

Brighton
1 Bedroom Unit $400/per week
2 Bedroom Unit $525/per week
3 Bedroom Unit $800/per week

Brighton East
2 Bedroom Unit $463/per week
3 Bedroom Unit $665/per week

Hampton
1 Bedroom Unit $390/per week
2 Bedroom Unit $494/per week
3 Bedroom Unit $820/per week

Sandringham
1 Bedroom Unit $355/per week
2 Bedroom Unit $485/per week
3 Bedroom Unit $743/per week

Hampton East
2 Bedroom Unit $445/per week
3 Bedroom Unit $600/per week

Highett
1 Bedroom Unit $370/per week
2 Bedroom Unit $430/per week
3 Bedroom Unit $600/per week

Cheltenham
1 Bedroom Unit $343/per week
2 Bedroom Unit $410/per week
3 Bedroom Unit $550/per week

Black Rock
2 Bedroom Unit $485/per week
3 Bedroom Unit $710/per week

Beaumaris
1 Bedroom Unit $330/per week
2 Bedroom Unit $490/per week
3 Bedroom Unit $778/per week

What is the role of State government in addressing affordable housing?

The role of all levels of government in housing impacts the supply of affordable housing through policy making, funding and other initiatives.

At the Federal level, the Australian Government initiatives primarily relate to financing mechanisms to drive investment in affordable housing, which then directs State

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[10] DHHS, Housing assistance – Additional service delivery data 2019-20

governments to strategize how this funding will contribute to the increase in social and affordable housing.

While the Victorian Government also provides for funding, mostly through grant programs, they also build, own, and manage public housing and provide funding to community housing agencies and set the rules on how this will be managed. The State Government also controls the planning scheme and sets policy and initiatives through the *Planning and Environment Act* 1987, the State Planning Policy Framework, Plan Melbourne 2017-2050, and *Homes for Victorians* 2017.

In recent years, the State Government has created new opportunities to support the provision of social and affordable housing. Through the release of *Homes for Victorians* 2017, Bayside City Council has been able to partner with State Government through the Public Housing Renewal Program. The Department of Families, Fairness and Housing (DFFH, formerly DHHS) also introduced the Social Housing Investment Planning Funding Program to partner with local governments to assist in the strategizing of increased social and affordable housing within their municipalities. Further, a definition of affordable housing (including social housing) was provided in the *Planning and Environment Act* 1987.

Homes for Victorians also provides for various legislative reforms to the Residential Tenancies Act 1997 and introduced the Better Apartment guidelines to create a higher standard of development, while maintaining affordability. Another initiative of the Strategy that the State government introduced was inclusionary housing obligations on surplus government land through an Inclusionary Zoning Pilot. The pilot program was undertaken on several sites in Melbourne, with proposals being fast tracked in response to the urgency of the affordable housing issue. Other fast-tracking mechanisms were sought by allowing additional applications to be assessed under VicSmart. Finally, the Strategy provided for various improvements to housing services for Victorians in need. New funding was provided for rooming housing upgrades, the implementation of the Family Violence Housing Blitz initiatives and an increase in grants from the Victorian Property Fund to support disadvantaged Victorians.

What is Council's role in addressing affordable housing?

Local Councils in Victoria have less ability to collect money and provide funding or investment into social and affordable housing as revenue is made through the collection of rates and fines and not through tax collection. Council's ability to address the affordable housing crisis is mostly through the planning tools available in the Bayside Planning Scheme. Bayside City Council has prepared several plans and strategies that support and advocate for adequate affordable housing and has been a strong advocate to State and Federal Government in increasing the quantity and quality of social housing in Bayside. Beyond influencing housing supply, Council also has a role in promoting an increase in the number of public and social housing dwellings within the local area. The types of housing encouraged by Bayside varies, ranging from housing rented or sold at below local market rates to key workers to supporting older home-owners age in place. Planning system tools for affordable

housing supply work best when part of a wider whole-of-government strategy to address the continuum of housing needs – which spans the strengthening of homelessness support services, supported independent living, specialist disability accommodation as well as subsidised and private market options.

The Cost of Inaction

The City of Bayside has higher monthly housing loan repayments compared to greater Melbourne and is an expensive municipality to live in. It is estimated that 1,028 households have an unmet need for affordable housing in Bayside.

Very low, low, and moderate-income employees are most commonly within the 'key worker' population and provide essential services within the community. They make fundamental contributions to the economic and social life of the municipality and when opportunities for these households to live and work within Bayside are diminished, so too is the local economy.

A lack of affordable housing also means a greater risk of experiencing vulnerability for current and future residents of Bayside. When households find themselves in financial stress, finding affordable options that do not require an excessive commute to work or to visit loved ones are vital. For those who need in-home care, or greater support services due to their ill-health, age, disability, or otherwise, this option is even more paramount.

The Productivity Commission found that appropriate housing *'is an important contributor to preventing poor mental health and promoting recovery for people with mental health illness.*[11]

Without intervention, the shortage of affordable housing will only increase, strengthening the divide within the community between those that can afford to live in Bayside and those that are forced to leave the area to find more affordable accommodation.

What has Council been doing to address this?

Over the past 8 years, Council has prepared a comprehensive strategic planning framework which guides how residential development in Bayside will be planned and managed over the next 20 years. This framework has provided strategies and actions for Council to continue its advocacy to increase the availability of social and affordable housing.

Supported by the *Council Plan* 2017-21, Council adopted its *Improving Housing Affordability and Social Housing Options in the City of Bayside – Advocacy Action*

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[11] C. Nygaard, Swinburn University of Technology, 'Social and Affordable Housing as Social Infrastructure – a literature review for the Community Housing Industry Association', 2019, available at: https://www.communityhousing.com.au/wp-content/uploads/2019/11/Social-and-affordable-housing-as-social-infrastructure-FINAL.pdf?x12261

Plan at its Ordinary Meeting on 19 June 2018 and in 2019, undertook a review of the *Bayside Housing Strategy* 2012 to inform a 2019 revision.

Through the Advocacy Action Plan, Council's main goal has been to advocate to the State Government to increase the quality and quantity of social housing in Bayside. Through this work, Council was able to work with the DFFH for the renewal of the public housing estate in New Street Brighton. Council has been a key stakeholder in the preparation of planning controls to the site and progression of the redevelopment.

As another action of the Advocacy Action Plan, Council has successfully built relationships with key advocacy partners by contributing to, hosting and attending Inter Council Affordable Housing Forums, South-East Council Meetings: the Regional Local Government Homelessness and Social Housing Charter Working Group, the Inner South-East Affordable Housing Study Project Working Group and the Inner South-East Economy and Planning Working Group.

With the completion of the *Bayside Housing Strategy* 2019, Council identified the need to have a more robust approach to affordable housing which has formed the basis of this Strategy.

Since late 2019 Council has been working alongside 12 other Councils to develop, adopt and implement the *Regional Local Government Homelessness and Social Housing Charter* 2020. The Charter calls for urgent action to address the need for increased social housing and for a more effective, integrated, and supported homelessness service system. Of relevance to the Strategy, the Charter is guided by the following principles:

- **Shared responsibility, accountability and success**
  - We will partner, leverage our strengths and be accountable to the commitments of this Charter.
- **Housing as core infrastructure**
  - We recognise that housing solves homelessness
  - We consider social housing as core infrastructure that can strengthen communities
  - We understand the ability of local government to influence infrastructure outcomes.
- **Human rights and a 'Housing First' approach**
  - We recognise that housing is a human right for every person
  - We recognise the ability of local government to influence an increase in social housing in our region
  - We will work with the homelessness sector to deliver a housing first response to homelessness.
- **Urgency, innovation and collaboration**
  - We recognise and commit to act on the urgency of the situation which has been compounded by COVID-19
  - We reflect this urgency in a well-considered, innovative and timely collective action to deliver outcomes for our region.

Public Housing Renewal Program

As part of *Homes for Victorians,* DFFH are responsible for implementing the $185 million Public Housing Renewal Program which aims to grow and sustain the supply of affordable public housing in Victoria, through developing up to 2,500 public housing dwellings and increase the number of social housing properties by at least 10% across metropolitan and regional sites.

The program aims to transform some of the older public housing across Melbourne into vibrant, well-connected neighbourhoods with homes that are comfortable, modern and energy efficient.

The New Street Housing Estate in Brighton is one of the sites that has been prioritised, with the 127 dwellings built in the 1960s now demolished to make way for redevelopment. DFFH has indicated that a minimum of 140 public dwellings and approximately 180 private dwellings will be constructed on the site, with the private dwellings assisting to fund the project.

As the planning controls for the site are to be overseen by the State Government, Council has played an advocacy role in this project and has aimed to ensure community aspirations for the area are heard.

Victoria's Big Housing Build

In November 2020, the State Government announced a program to invest $5 billion to build over 12,000 new homes over a four-year period. It is intended that the program will introduce:

- The development of a 'social and affordable housing compact': to assist local governments in identifying priorities for social housing growth in their municipality.
- Reduction in rates revenue: the State government has announced its intention to bring social housing closer to the treatment of other public value infrastructure such as schools and hospitals, which are exempt from council rates.
- Provide 10% of Victoria's social housing boost for housing developments to meet the needs of Aboriginal Victorians: this initiative has a strong alignment with Bayside City Council's Reconciliation Action Plan (RAP) which aims to advocate and improve access to services, supports and infrastructure for local Aboriginal and Torres Strait Islander people.
- Introduction of VC187 & VC190: The amendments make changes to Victorian Planning Schemes to allow the Victorian government to assess and approve planning proposals that provide for affordable housing and are funded through the Big Housing Build program.

Opportunities and Implications

The announcement of the Big Housing Build program will provide greater opportunities to the housing industry sector to increase the supply of social and

affordable housing in Victoria, and potentially provide for public and community housing refurbishments at public housing estates in Bayside. The increase in funding to registered community housing providers will also prove to be a stepping stone for Council to build relationships with these providers and seek their investments within the City of Bayside.

Notwithstanding the above, there are also many implications from the Big Housing Build that must be considered. The introduction of VC187 & VC190 will see the exemption of public notification and third-party review for affordable housing that is funded by the Big Housing Build or provided by or on behalf of the Director of Housing. There has been little confirmation as to what kind of community consultation will take place in lieu of the public notification period and whether this is a responsibility of the Victorian government, local government or shared between the two.

Not only do the planning reforms limit the community's ability to provide comment on any proposed development, Council's ability to control outcomes sought in proposals is also diminished. Where uproar in the community occurs due to a lack of community consultation, it is likely this angst will be directed towards Council as residents will be unaware of the roles and responsibilities of government bodies that differ for sites owned by the State Government, and housing that has been declared as 'housing by or on behalf of the Director of Housing.'

Another risk likely to effect Council's financial capacity is the loss in rates revenue. Currently, rates from social housing properties provide for approximately $800,000 in revenue a year. The Victorian government have advised that consultation with councils on mechanisms to exempt Council rates on these properties is set to occur shortly. Through this consultation, it will be Council's priority to deliberate the financial implications that could be imposed if there was a loss in rate revenue.

The Victorian government has clarified that they are still releasing further information to assist local governments navigating the introduction of VC187 & VC190 and will release a Planning Practice Note in 2021. Further implications and opportunities will continue to be addressed as information relating to initiatives is released to local governments.

Summary of challenges and issues for Council to address

Unmet need for affordable housing in Bayside

It is unaffordable to live in Bayside. It is estimated that 1,028 households have an unmet need for affordable housing in Bayside. In 2019-20, there was only 0.2% of rental listings affordable for a household with a very low income, despite having 18% of the Bayside population within this income bracket. Only 11.9% of rental listings were affordable for a household on a low income, and 49.2% available for a household with a moderate income.

A benefit of providing social and affordable housing is that it presents greater opportunities and access to work within the City of Bayside for very low, low and moderate income earners. There are over 17,000 people travelling to Bayside for work. Despite a large majority of these people living within neighbouring municipalities, there are still many local workers travelling to Bayside from Greater Dandenong, Casey, Knox and Melbourne. With 22.2% of local workers earning less than $500 a week, the assumption can be made that local workers that do not live in Bayside are unable to due to financial reasons.

Housing stress

23.7% of Bayside households are in rental stress. When housing costs become the largest component of a household budget, it competes with other important household essentials and has a direct impact on physical and mental health if these expenditures are forced to forgo.

Access to services

Council's existing planning framework encourages affordable housing to be developed within housing growth areas and activity centres, to remove barriers from accessing public transport, community facilities and services, businesses and shops.

Roles and responsibilities (and the need for partnerships)

The main goal of this Strategy is to increase the supply of social and affordable housing in Bayside. This cannot wholly be undertaken by Bayside City Council and requires strong relationships to be formed with all levels of government, registered housing associations, developers and other housing industry stakeholders.

Limited greenfield and large brownfield to easily contribute to supply

The City of Bayside is a middle ring suburb with a makeup that is majorly residential, surrounding major and small neighbourhood activity centres. The Bayside Business District is the only location within the municipality that provides for heightened industrial and commercial uses, and where residential development is prohibited under the Commercial 2 Zone. Given the limited availability of large, vacant/underutilised land parcels that could undergo rezoning and renewal, and the likelihood that incremental, standalone developments can proceed without any real involvement from Council due to VC187 & VC190, the most significant opportunities for Council to facilitate the provision of affordable housing is through private developments on land within or close to activity centres, and through the renewal of existing public housing estates in Bayside.

Limitations of planning system

As inclusionary zoning has not yet been mandated in Victoria, there are limitations to the planning system and Council's ability to enforce the provision of affordable housing in new developments.

While the provision of affordable housing in multi dwelling developments is encouraged through Section 173 agreements, it is acknowledged that successful

negotiations through this process can be challenging and can lead to legal inputs and impacts on project costs and timeline.

Need for adaptable and accessible housing

4 in 10 social housing households in Australia have one or more members with a disability.

By 2041, residents aged 50+ will be about 42% of the Bayside population. More people will need help in their day to day lives and lone person households, one parent families, group households and couples with dependants will all increase as household types. Bayside's population is changing and so is the community's needs which is why it is important to provide for affordable, adaptable and/or accessible housing.

Adaptable and accessible features provide for well-designed housing that incorporates universal design and adaptable internal dwelling design. These types of homes are designed and built to meet the changing needs of occupants across their lifetime.

Opportunities

Council can approach these key issues by identifying opportunities to increase the supply of social and affordable adaptable housing which provides for higher quality outcomes.

Advocating for the renewal or refurbishment of existing public housing estates

Bayside is already home to several public housing estates that are well serviced by bus stops and routes, which connect to the Frankston and Sandringham train lines. However, these estates are ageing and require refurbishment and possibly complete renewal and redevelopment. As these public housing estates are currently Bayside's main providers for social housing, any redevelopment should similarly incorporate environmentally sustainable design and universal design and provide for an increase in household types on these sites.

Increasing household diversity in social and affordable housing developments is recognised as a challenge that needs to be overcome. The provision of different household sizes supports women and gender diverse individuals in need of affordable housing, whether this be as a lone person household or as a single parent with a large family. It is recognised that there is not a one-size-fits-all situation for people in need of affordable housing and the available housing stock must address this.

Private land to contribute to the supply of affordable housing

As there are limited Strategic Redevelopment Sites within the City of Bayside that are Council-owned, Council must turn to private land as the main source of supply for the provision of affordable housing in new developments. Without ownership, Council's

ability to influence the supply of affordable housing is through partnerships, advocacy and incentives.

Strengthening our advocacy

The provision of affordable housing within new developments would best be supported by the introduction of state-wide mandatory inclusionary zoning. Where this zoning is applied, heightened development outcomes should too. The provision of universal design features within new developments (in general) is necessary.

In strengthening Council's advocacy position to the State and Federal government, Council will continue to advocate for the increased investment and provision of social housing by responding to relevant reviews and inquiries as they arise. Where opportunities arise, Council will continue to advocate for the introduction of inclusionary zoning, or an equivalent tool, that would pursue the provision of more affordable and adaptable housing in Bayside.

The vision for Bayside

Within the *Bayside Housing Strategy 2019* Council has defined its vision for Housing in Bayside. Of relevance to affordable housing, the vision includes statements such as:

- *Future medium and high-density residential development will be directed to identified Housing Growth Areas. These areas have good access to shops, public transport and other services.*
- *A range of housing types and tenures will be provided to accommodate the changing needs of the community, both now and in the future, enabling people to age in place, and providing opportunities for young adults and families to enter and remain in the municipality.*
- *Council will seek to facilitate the delivery of affordable housing in new developments, particularly in Housing Growth Areas and Strategic Redevelopment Sites, recognising the critical shortage of affordable housing in Victoria.*

Through this Strategy, Council can further expand on this vision more specifically in relation to affordable housing.

Lower income households make a fundamental contribution to the economic and social life of the municipality and should not be forced out of the Bayside community due to the lack of affordable housing. If there is an increase in supply of social and affordable housing, this will enhance the City's key worker retention. If there is no intervention, the number of workers commuting every day will continue to increase, becoming significantly unsustainable, placing strain on the local economy, and creating further socio-economic divides within the Bayside community.

Our vision statement

> **To increase the provision of social and affordable housing in Bayside that is accessible and appropriately located, on both public and private land. This will be achieved through working with industry partners and taking a lead role in advocating to all levels of government to ensure that affordable housing outcomes in Bayside are improved.**

To achieve this vision, Council has set a series of objectives to support the delivery of the vision. These include:

- Increase the provision of social and affordable housing on public and private sites across Bayside;
- Increase the quality of social and affordable housing across Bayside;
- Create and maintain partnerships to support the delivery of additional affordable housing;
- Strengthen Council's role and responsibilities in supporting Bayside residents in housing crisis.

To achieve this vision and objectives, there are four key action areas for Council to invest resources. Many of these themes will overlap, and the actions for implementation can generally be grouped into four categories, being:

- Advocacy;
- Partnerships;
- Direct interventions and support; and
- Planning tools and processes.

Theme 1 | Advocacy

Given Council has a limited role in the provision of affordable housing, the responsibility falls to Council to advocate on behalf of its residents to ensure that State and Federal Governments are considering the needs of the Bayside community.

It is hoped that through advocacy the value and benefits of social and affordable housing as a form of social infrastructure can be captured and communicated with residents of the City of Bayside.

Through its previous Advocacy Action Plan, Council has had some success in achieving its strategic objectives. Moving forward there is opportunity for Council to grow its advocacy and broaden the scope of its objectives.

The key outcomes for Council to seek with its advocacy include:

- An available tool in the Victoria Planning Provisions to require affordable housing (inclusionary zoning);
- Ensuring that renewal and redevelopment sites:
  o are achieving a high number of public/affordable housing, and that any private development is appropriately balanced;
  o Community support services are considered and space provided for community facilities within development;
  o The housing represents best practice housing outcomes for public health and provide exemplary responses to site context and policy aspirations;
  o The height and design of development reflects community aspirations for the area and impacts on streetscapes are minimised;
  o The housing represents best practice outcomes for Environmentally Sustainable Development (ESD) and Universal Design principles.
  o The provision of household sizes vary to support the different types of households, particularly lone person households and family households.
- The ageing sites across Bayside are prioritised and that housing for key workers is encouraged.

For the first time, Infrastructure Australia's 2019 infrastructure audit included social infrastructure as essential infrastructure to support economic growth and quality of life. It is important to ensure that any new or redeveloped housing estates or sites are located close to transport and community support services. These locations should be prioritised over more remote locations.

To support its advocacy, Council will need to strengthen its data collection and work with Councils from the Charter working group in creating a consistent approach to measuring housing need over time. The monitoring and review of this process and other implementation actions will ensure Council stays on track and pursuing the vision of this Strategy.

Council will also promote its advocacy on affordable housing via a coordinated communications campaign to engage with key stakeholders. This will include publishing information on its website and other communication channels with its position and aspirations, highlighting the benefits, need and outcomes sought in relation to social and affordable housing. This will be used to support community education and build the community voice in relation to this issue.

Through the Regional Local Government Homelessness and Social Housing Charter, Council will continue to advocate as a group for inclusive housing growth and mandatory inclusionary zoning.

There are roles for all levels of Council in ensuring it is successful with its advocacy. The operational management of advocacy to improve social and affordable housing outcomes in Bayside will be led by the Director of City Planning and Amenity, for consideration of the Executive and Council, and will provide ongoing management and reporting. The Mayor will be Council's key liaison with local elected representatives and spokespeople for the community.

Role	Responsibility
Council / Councillors	• Endorse Affordable Housing advocacy framework and priorities • Stakeholder and relationship management • Mayor is key spokesperson on advocacy issues • Community engagement • Receive updates on planning and evaluation of advocacy
Executive Management Team	• Drive advocacy priorities • Strategic relationship management • Tactical decision making • Community engagement • Receive updates on planning and evaluation of advocacy strategies
Urban Strategy	• Provision of expert advice for advocacy priorities • Key Stakeholder management • Reporting and evaluation
Community Services / Community Wellbeing	• Research and planning support • Relationships with support services and advocacy groups • Person-centred and rights-based service response • Facilitation and advocacy on behalf of public housing estate working groups
Communications and Engagement Department	• Overall coordination of advocacy activities across Council • Provide support and advice on implementation • Relationships and media management • Community engagement
Strategy and performance	• Organisational capacity building

Theme 2 | Partnerships

Council cannot increase the provision of affordable housing alone. Strong relationships with other levels of government, community housing associations, developers and other stakeholders are all critical to ensure that Council's objectives can be achieved.

Council will continue to play an active role in the Charter working group and will seek to identify partners, networks and complementary agendas that should be collaborated with, including stimulus funding opportunities, and will draw upon the collective voice of local governments to advocate for change.

Council can grow its relationships with housing providers and other organisations to ensure that Council can create expedited outcomes and promote Bayside as a municipality that is 'open for business.' By attracting housing providers and private developers to develop in Bayside, the supply of social and affordable housing will increase.

To support this, Council will need to resolve its internal processes and systems to avoid delays or confusion. There are resources available through Council's various networks to support delivery which will allow Council to draw upon the learnings and experiences of other Councils.

Council has prioritised supporting Homes for Homes and can increase the organisation's familiarity of the model and aim to increase the presence of the organisation in Bayside.

It will also be important to ensure that Council remains open to new opportunities that may arise through the implementation of this plan, as with the significant government investment coming, this may be a rapidly changing area that requires some flexibility. Separate reports may be presented to Council for consideration even though they are not prescribed within this Strategy that may need to be considered, provided they broadly support Council's strategic objectives relating to affordable housing.

Theme 3 | Direct Intervention and support

Whilst most actions relating to affordable housing are outside of Council's direct control, there are areas where Council can play a more active role.

Council will investigate priority sites to incorporate affordable housing at the time of redevelopment on both public and private land.

During the sale process for Council owned surplus sites, Council will investigate an Expression of Interest (EOI) process with social and affordable housing providers to offer them an advanced opportunity to purchase or lease the land. The terms and process will require further consideration and the full impact will need to be considered in detail, as the particulars may vary from site to site.

Council will also develop a process to provide rate relief or exemptions for affordable housing providers.

Council will monitor and report on the provision of social and affordable housing across Bayside and increase the available data to support delivery and ensure Council understands community needs.

Council will continue to identify initial needs and provide information and service options to people experiencing homelessness, should they choose to receive a pathway to support. For other vulnerable members of the community, Council will continue to initiate contact with specialist services to ensure these residents are in reach of the support they require. This will be supported by Council's continuation of the implementation framework set from the *Regional Local Government Homelessness and Social Housing Charter* 2020.

Theme 4 | Planning mechanisms

Council has a robust planning framework in place to guide the built form and land use outcomes across Bayside.

Through the application of our existing planning controls, medium and high-density residential development will continue to be directed to identified Housing Growth Areas, ensuring that households in these areas will have good access to shops, public transport, and other services. This Strategy supports Council's existing planning framework by encouraging and incentivising the delivery of affordable housing in new developments, particularly in housing growth areas and strategic redevelopment sites.

Council will develop a set of criteria for sites where affordable housing must be a consideration in planning applications, including in redevelopment proposals in activity centres, strategic redevelopment sites and other housing growth areas. Any application seeking large scale height or car parking dispensations should also require consideration as to whether affordable housing has been provided as part of the application to support substantial waivers from Council policy.

Council will include planning controls to ensure that any rezoning proposals require that development incorporate a component of affordable housing into the project.

In the absence of a state-wide provision facilitating Inclusionary Zoning in the Planning Scheme, Council can explore other planning tools to achieve an increase in the supply of affordable housing.

Where a development includes provision for affordable housing, Council will apply an expedited process to ensure that a decision can be made as quickly as possible on the application.

In addition, Council can look at the appropriate ways to support Homes for Homes and ensure that where it is not possible for private development to provide affordable housing on site, a contribution can still be made by way of a condition of permit. Council will determine the appropriate tool to implement this, whether that be through a policy response or a development contributions control.

It will also be important to ensure that new development provides for housing that can be easily adapted to meet the changing needs of our community, through the inclusion of adaptable housing features.

Council will increase its promotion of Section 173 Agreements as a tool to achieve affordable housing outcomes and will develop a plan to increase the take-up across private development.

Council will also support alternative approaches such as shared equity schemes and affordable rentals to make it easier to purchase or rent a new home in Bayside and will promote these opportunities to applicants.

Ensuring that apartment developments are providing a diversity of housing types will be achieved through requiring a housing diversity and adaptability assessment, to demonstrate how the development will respond to the needs of residents across their lifetime.

There are a range of planning mechanisms available for Council to consider, and it is likely that an approach which provides flexibility in terms of the preferred mechanism will be required. It may be a combination of several actions that will be required as there may not be a 'one size fits all' approach, and the framework in the Planning Scheme will need to ensure that discretion exists as to which approach is best for a specific development.

Implementation and reporting

The implementation of actions from this Affordable Housing Strategy is to be undertaken over a 4-year time frame. Actions that belong to the 'advocacy' and 'partner' themes will likely be ongoing, while the commencement of actions from the 'direct intervention' and 'plan' themes will be dispersed throughout the 4-year period.

Actions	Theme	Lead	Timeline			
			Year 1	Year 2	Year 3	Year 4
Advocate for inclusionary zoning in the Bayside Planning Scheme;	Advocate	Urban Strategy, Development Services				
Advocacy through renewal projects so that they: o are achieving a high number of public/affordable housing, and that any private development is appropriately balanced; o Community support services are considered and space is provided for community facilities within new or renewed developments; o The housing represents best practice housing outcomes and provides exemplary responses to site context and policy aspirations for the area;	Advocate	Urban Strategy, Community Wellbeing, Community Services, Development Services				

o The height and design of development reflects community aspirations for the area, and impacts on streetscapes are minimised; o The housing represents best practice outcomes for Environmentally Sustainable Development (ESD) and Universal Design. o The provision of household sizes vary to support the different types of households, particular lone person households and family households.							
Advocate for the renewal of ageing public housing estates across Bayside to be prioritised and where able to, encourage a portion of the redevelopment to provide private rental units for key workers.	Advocate	Urban Strategy, Community Wellbeing, Community Services					
Strengthen our data collection to support our understanding of the issues and our success with our advocacy.	Advocacy, Direct intervention.	Urban Strategy					

Develop and implement an affordable housing advocacy communications campaign plan as part of Council's overall strategic advocacy campaign.	Advocacy, Partner	Urban Strategy, Communications and Engagement				
Play an active role in the Charter working group and project groups, seek to identify partners, networks and complementary agendas that should be collaborated with including stimulus funding opportunities, and draw upon the collective voice of local governments to advocate for change and support community understanding and social resilience.	Advocacy, Partner	Community Services, Urban Strategy, Communications and Engagement, Community Wellbeing				
Strengthen relationships with housing agencies and other organisations to ensure that Council can create expedited outcomes and promote Bayside as a municipality that supports health and wellbeing, inclusive housing, and is 'open for business.'	Partner	Urban Strategy, Community Services, Community Wellbeing				
Prioritise supporting Homes for Homes and increase understanding of the model with the aim of increasing its role within Bayside.	Partner	Urban Strategy, Development Services				

Action	Role	Responsibility				
Create and improve internal processes and systems to avoid delays or confusion in accelerating planning approvals.	Direct intervention	Urban Strategy, Development Services	✓	✓		
Council will remain open to emerging issues and new opportunities that may arise through the implementation of this plan, as with the significant government investment coming, this may be a rapidly changing area that requires some flexibility.	Partner	Urban Strategy	✓	✓	✓	✓
Council will investigate priority sites to incorporate affordable housing at the time of redevelopment on both public and private land.	Direct intervention	Urban Strategy	✓	✓		
During the sale process for Council owned surplus sites, Council will investigate an Expression of Interest process with social and affordable housing providers to offer them an advanced opportunity to purchase or lease surplus land.	Direct intervention	Urban Strategy, Property Services			✓	✓
Council will investigate a process to provide rate relief or exemptions for affordable housing providers.	Direct intervention	Urban Strategy, Property Services	✓	✓		

Action	Type	Responsible				
Council will monitor and report on the provision of social and affordable housing across Bayside and increase the available data to support delivery and ensure Council understands the community needs.	Direct intervention	Urban Strategy, Development Services			☐	☐
Council will continue to identify initial needs and provide information and service support options to people experiencing housing stress and/or homelessness, should they choose to receive a pathway to support.	Direct intervention	Community Services	☐	☐	☐	☐
Continue to innovate current service protocols and initiate contact with specialist services to ensure residents are in reach of the support they require.	Direct intervention	Community Services	☐	☐	☐	☐
Encourage the delivery of affordable housing in new developments, particularly in housing growth areas and strategic redevelopment sites.	Plan	Urban Strategy	☐	☐	☐	☐
Develop a Bayside Housing Reference group and possible inter-agency alliance to discuss the ongoing implementation of the actions from this Strategy to ensure Bayside remains accountable and on track.	Plan	Community Services, Urban Strategy, Development Services, Community Wellbeing, Communications and Engagement	☐	☐	☐	☐

Action	Type	Responsibility				
Develop a set of criteria for sites where affordable housing must be a consideration in planning applications, including in redevelopment proposals in activity centres, strategic redevelopment sites and other housing growth areas.	Plan	Urban Strategy, Development Services				
Develop a criteria for planning applications seeking large scale height or car parking dispensations to also require consideration as to whether affordable housing has been provided, and is of a high quality that meets Council's standards, in order to support substantial waivers from Council policy.	Plan	Urban Strategy, Development Services				
Council will include planning controls to ensure that any rezoning proposals require the development incorporate a component of affordable housing into the project.	Plan	Urban Strategy				
Where a development proposes to incorporate affordable housing, Council will apply an expedited process to ensure that a decision can be made as quickly as possible on the planning application.	Plan	Urban Strategy, Development Services				

Council will look at the appropriate ways to support Homes for Homes and ensure that where it is not possible for private development to provide affordable housing on site, a contribution can still be made by way of a condition of permit. Council will determine the appropriate tool to implement this, whether that be through a policy response or a development contributions control.	Plan	Urban Strategy, Development Services				
Encourage and ensure that new development which provides for affordable housing can be easily adapted to meet the changing needs of our community, through the inclusion of adaptable housing features and locations.	Plan	Urban Strategy, Development Services, Community Services				
Council will increase its promotion of Section 173 Agreements as a tool to achieve affordable housing outcomes and will develop a plan to increase the take-up across private development.	Plan	Urban Strategy, Development Services				
Council will support alternative approaches such as shared equity schemes and affordable rentals to make it easier to purchase or rent a new home in Bayside and will	Plan	Urban Strategy, Development Services				

promote these opportunities to applicants.						
Ensuring that apartment developments are providing a diversity of housing types will be achieved through requiring a housing diversity and adaptability assessment, to demonstrate how the development will respond to the needs of residents across their lifetime.	Plan	Urban Strategy, Development Services				

Appendix 1 – Definitions

Affordable Housing
Affordable housing is housing that is appropriate for the needs of a range of very low to moderate income households, and priced (whether mortgage repayments or rent) so these households are able to meet their other essential basic living costs[12]

Ageing in Place
Ageing in place means that as people get older they can remain living in their home rather than entering residential aged care, even when the impacts of old age (e.g. the increasing risk of illness or disability) affect their mobility or mental ability.[13]

Community Housing
Housing owned or managed by community housing agencies for people with low incomes or with special needs, including those eligible for public housing. Community housing agencies are regulated by the Government.[14]

Community Housing Providers:
Registered Housing Agency
Registered housing agencies are not-for-profit organisations that provide and/or manage affordable rental housing for low income households. Registered housing agencies:

- *May own, manage and develop affordable rental housing;*
- *May provide a range of housing support and assistance to clients;*
- *Are viable businesses partnering with both government and the community;*
- *Have met registration criteria, and continue to meet ongoing compliance requirements as well as demonstrate continuous improvement.*

Housing Agencies are registered under the Housing Act 1983 as either housing associations or housing providers and are regulated by the Victorian Registrar of Housing Agencies.

Registered Housing Associations
Housing associations are larger, more complex businesses with the skills, expertise and resources to manage, maintain and grow a viable social housing portfolio. They expand new housing through construction, purchase or acquisition, using a mix of government funds and private sector investment. There are currently ten Registered Housing Associations in Victoria.

Registered Housing Providers
Housing Providers range in size and primarily manage rental housing portfolios for other parties, such as the Director of Housing (DoH). Some housing providers own properties, however their growth is small in scale compared with housing associations. Housing providers often specialise in particular client groups which may include housing for people with disability, older people and young people. There are currently 29 registered housing providers in Victoria

Crisis and emergency accommodation
Homeless, escaping family violence, or in other emergency situations. It includes women's refuges, youth refuges and major crisis supported accommodation services.

These services are available 24-hours a day, however they are temporary and designed to immediately assist people in crisis to stabilise their situation before they move on to something more permanent.[15]

Department of Families, Fairness and Housing (DFFH)
The creation of the Department of Families, Fairness and Housing (DFFH) will allow for a dedicated focus on the community wellbeing and the social recovery of our Victoria.

The newly formed DFFH will enable us to continue the extraordinary work of supporting Victorians, sharpening our focus on better services in 2021. It will also provide opportunities to deliver important work started before the pandemic and to lead bold and innovative reform.

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[12] Department of Environment, Land, Water, Planning (DELWP), 'Homes for Victorians', 2017, available at: https://www.vic.gov.au/about-homes-victorians-policy
[13] Australian Housing Urban Research Institute (AHURI) Brief, 'What's needed to make 'ageing in place' work for older Australians' (2019), available at: https://www.ahuri.edu.au/research/ahuri-briefs/whats-needed-to-make-ageing-in-place-work-for-older-australians

[14] DELWP, 'Homes for Victorians', 2017, available at: https://www.vic.gov.au/about-homes-victorians-policy
[15] AHURI, Glossary, available at: https://www.ahuri.edu.au/policy/glossary?result_1751_result_page=H

DFFH will include the former Department of Health and Human Services portfolios of Child Protection, Prevention of Family Violence, Housing and Disability, ageing and carers.

DFFH will also be responsible for the key portfolios of Multicultural Affairs, LGBTQI+ Equality, Veterans, and the offices for Women and Youth enhancing the alignment with policy areas and portfolios focusing on the recovery and growth of our diverse communities.

DFFH departmental structure also supports Family Safety Victoria, Homes Victoria and Respect Victoria.[16]

Director of Housing
The Director of Housing (DoH) is the body corporate established under section 9(2) of the Housing Act 1983. The Director of Housing, sits within DFFH and is the landlord of Victoria's public housing. The Director has powers to purchase, develop, lease and sell property.[17]

Equity
Equity is about each of us getting what we need to survive or succeed—access to opportunity, networks, resources, and supports— based on where we are and where we want to go.18

Housing Stress
Housing stress occurs when households have to pay too large a proportion of their income in housing costs (and thereby reduce spending on other essentials such as food and health), and as a result, housing costs rise too far above household incomes.[19]

Homelessness
Homelessness is about not having a home – 'home'lessness, not 'roof'lessness…if their current living arrangement:

- *Is in a dwelling that is inadequate; or*
- *Has no tenure, or if their initial tenure is short and not extendable; or*
- *Does not allow them to have control of or, access to space for social relations.*

It means a sense of security, stability, privacy, safety, and the ability to control living space…contrary to popular belief, the majority of people who experience homelessness aren't rough sleepers (living on the streets). In fact, rough sleeping only makes up around 7% of homelessness while the remainder is 'hidden homelessness', that is, people sleeping in cars, rooming houses, couch surfing, or staying in other temporary types of accommodation.[20]

Household
One or more persons, at least one of whom is at least 15 years of age, usually resident in the same private dwelling. The people in a household may or may not be related. They must live wholly within one dwelling.[21]

Housing affordability
A general term, used in reference to the whole housing system, expressing the relationship between housing costs (prices, mortgage payments or rents) and household incomes.[22]

Housing need
A household is in housing need if its housing falls below at least one of the adequacy, affordability or suitability standards and it would have to spend 30 per cent or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable. Adequate is reported by residents as not requiring any major repairs. Affordable housing costs less than 30 per cent of total before-tax household income. Suitable housing has enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements.[23]

Inclusionary zoning
Inclusionary zoning generally refers to statutory planning controls requiring development proponents to

[16] Taken from the Department of Family, Fairness and Housing (DFFH) website: https://www.vic.gov.au/dffh/about-us
[17] Victorian Auditor-General's Office Report: 'Managing Victoria's Public Housing', 2017, available at: https://www.audit.vic.gov.au/report/managing-victorias-public-housing?section=

[18] K.Putnam-Walkerly & E.Russell, 'What the Heck Does 'Equity' Mean?', 2016, accessed online at: https://ssir.org/articles/entry/what_the_heck_does_equity_mean
[19] AHURI Brief, 'Understanding the 30:40 indicator of housing affordability stress', updated 2019, available at: https://www.ahuri.edu.au/research/ahuri-briefs/3040-indicator

[20] As defined by the Council for Homelessness, available at: https://chp.org.au/homelessness/
[21] AHURI, Glossary, available at: https://www.ahuri.edu.au/research/glossary
[22] AHURI, Glossary, available at: https://www.ahuri.edu.au/research/glossary
[23] AHURI, Glossary, available at: https://www.ahuri.edu.au/research/glossary

incorporate certain facilities or features on their site, or pay a cash-in-lieu contribution for this obligation to be discharged off-site.[24]

Key workers
Key worker or critical worker is a public-sector or private sector employee who is considered to provide an essential service.

Not-for-profit sector
Community organisations providing a broad range of social services, including in relation to homelessness, housing, education, health, conservation and recreation.[25]

Public Housing
Housing owned and managed by the Director of Housing. The Government provides public housing to eligible disadvantaged Victorians including those unemployed, on low incomes, with a disability, with a mental illness or at risk of homelessness.[26]

Renewal
The process whereby existing, ageing public housing estates or

buildings are redeveloped to improve both housing outcomes for public housing tenants and the neighbourhood's amenity.[27]

Section 173 Agreement
A Section 173 Agreement is generally set out as conditions or restrictions on the use or development of the land and can be negotiated between the developer and the planning authority during the planning assessment process. An agreement can be a requirement of a Development Plan Overlay or conditioned on a Planning Permit for development.[28]

Social Housing
Social housing is an umbrella term that includes both public housing and community housing. It is rental housing that is provided and/or managed by government or non-government organisations.[29]

Tenure-blind development
Tenure-blind developments comprises of private market and affordable dwellings and/or buildings that are of equally high quality design and are indistinguishable from the outside, and have equal access to all communal indoor and outdoor spaces.[30]

Universal housing design
A universally designed home seeks to enhance the quality

of life for all occupants at all stages of their life by including safer and more user-friendly design features.[31]

Universal design standards are set out in the Livable Housing Design Guidelines. Further information on the guidelines is within the Affordable Housing Background Report.

Victorian Housing Register
The Victorian Housing Register manages applications for long-term social housing in Victoria, by combining public and community housing applications. This means people only need to apply once to be considered for both types of housing. The register has two categories;

Priority Access for people:

- *Who are homeless and receiving support*
- *Are escaping or have escaped family violence*
- *With a disability or significant support needs*
- *With special housing needs.*

[24] SGS Economics and Planning, 'Revisiting the economics of inclusionary zoning', 2016, available at: https://www.sgsep.com.au/publications/insights/revisiting-the-economics-of-inclusionary-zoning
[25] AHURI, Glossary, available at: https://www.ahuri.edu.au/research/glossary
[26] DELWP, 'Homes for Victorians', 2017, available at: https://www.vic.gov.au/about-homes-victorians-policy
[27] AHURI, Glossary, available at: https://www.ahuri.edu.au/research/glossary

[28] DELWP, 'Using Victoria's Planning System', Chapter 8.1, 2015 available at: https://www.planning.vic.gov.au/__data/assets/pdf_file/0017/95012/Using-Victorias-Planning-System-2015.pdf
[29] Adapted from the Australian Housing and Urban Research Institute, Glossary, available at: https://www.ahuri.edu.au/research/glossary
[30] J. Stubbs & Associates, NSW Federation of Housing Associations Inc, 'Multi-tenure developments best practice approaches to design, development & management' available at:

https://communityhousing.org.au/wp-content/uploads/2018/06/MultiTenureDev-Singles-lowres.pdf
[31] As defined by the National Dialogue on Universal Housing Design – Strategic Plan, 2010, available at: https://www.dss.gov.au/our-responsibilities/disability-and-carers/program-services/government-international/national-disability-strategy-initiatives/livable-housing-design/national-dialogue-on-universal-housing-design-strategic-plan

Register of Interest: this is for all eligible applicants to register their interest in social housing.[32]

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[32] Victorian Housing Register, webpage available at:
https://www.housing.vic.gov.au/victorian-housing-register

Appendix 2 – Methodology

The preparation of the Affordable Housing Strategy and Background Report have been undertaken in the following stages:

Stage 1: Inception & Analysis *(September – October 2020)*
Stage 2: Internal Stakeholder Consultation – Issues & Opportunities *(November – February 2021)*
Stage 3: Finalisation of Draft Strategy & Background Report *(February 2021)*
Stage 4: Consultation on Draft Strategy & Background Report *(March – May 2021)*
Stage 5: Final Strategy & Background Report endorsed by Council *(June 2021)*
Stage 6: Implementation & Ongoing Review *(June 2021 – onwards)*

Stage 1: Inception & Analysis

- Identify and analyse relevant policy from all tiers of government to provide policy context and background.
- Identify and analyse new and existing key data in relation to housing affordability, incomes, key worker groups, housing stress and other socio-economic statistics to validate the preparation of the Strategy.
- Review existing implementation actions from the *Bayside Housing Strategy* 2019 and the *Improving Housing Affordability and Social Housing Options in the City of Bayside – Advocacy Action Plan*, June 2018.
- Review possible actions that could be implemented in the Affordable Housing Strategy and how they may come to fruition.
- Utilising information from the Background Report, prepare the Draft Affordable Housing Strategy.

Stage 2: Internal Stakeholder consultation – Issues & Opportunities

- Confirm key data information.
- Gather and collate other information inputs and resources.
- Analyse draft goals and identify key objectives and actions for each goal and the responsible teams for implementation.

Stage 3: Finalisation of Draft Strategy & Background Report

- All internal stakeholders to undertake a complete review of the Strategy.
- Development of Engagement Plan – prepare a targeted Communication and Consultation Strategy.

Stage 4: Consultation on Draft Strategy & Background Report

- Engage identified stakeholders and the wider community in testing and confirming the key goals, objectives and actions of the Affordable Housing Strategy.

Stage 5: Final Strategy & Background Report endorsed by Council

- Collate and analyse consultation outcomes.
- Undertake a full review of the Draft Strategy and make changes, where necessary, to reflect feedback from consultation.
- Provide a Final Strategy & Background Report to Council's Ordinary Meeting for endorsement.

Stage 6: Implementation & Ongoing Review

- Responsible departments of Bayside to give action to the Strategy.
- Actions to be undertaken in alignment with the Implementation Strategy in the Background Report.