

MELBOURNE PLANNING SCHEME AMENDMENT C163 –
STUDENT HOUSING POLICY

9 November 2010

Presenter: David Mayes, Manager Strategic Planning

Purpose and background

1. The purpose of this report is for the Future Melbourne Committee to consider the submissions to *Melbourne Planning Scheme Amendment C163*, endorse changes to the *Student Housing Policy* as outlined in Attachment 2, and refer the submissions to a panel appointed by the Minister for Planning.

Key issues

2. *Melbourne Planning Scheme Amendment C163* (the amendment) seeks to introduce a new *Student Housing Policy* (the policy) into the *Melbourne Planning Scheme*, and to delete the *Student Housing-Development and Management Controls 1999* as a reference document in the Planning Scheme.
3. On 6 April 2010, under agenda item 5.4, the Future Melbourne Committee resolved to:
 - “1.1 support a planning scheme amendment to introduce Clause 22.24 Student Housing Policy, into the Melbourne Planning Scheme; and
 - 1.2 seek authorisation from the Minister for Planning to prepare Melbourne Planning Scheme Amendment C154 for public exhibition and proceed with the exhibition of the amendment.”

Following this resolution, the Amendment was renumbered ‘C163’.

4. The amendment was submitted for Ministerial authorisation following which the Department of Planning and Community Development (DPCD) requested revision of some clauses prior to authorisation. The requirements for students’ rooms, shared facilities and common spaces were reworded, so that the policy remains discretionary and provisions that repeated other legislation were removed (refer Attachment 3).
5. The Minister then authorised Council to prepare and exhibit the amendment. Of the 10 submissions received, six did not register an objection to the policy, and four recommended changes whilst supporting the policy. It is recommended that only some of these changes be endorsed. In accordance with the *Planning and Environment Act 1987*, this then requires reference of the amendment and submissions to a panel appointed by the Minister for consideration and report back to Council.
6. Refer to Attachment 4 for a summary of submissions and officers’ recommended response to the submissions. In response to the submissions, the following changes have been made to the policy:
 - 6.1. generally, the definition of student housing, the objectives of the policy and the requirements for the layout and design of students’ rooms have been refined; and
 - 6.2. the requirements for shared cooking facilities and for corridors and stairways have been spelt out in more detail.

Recommendation from management

7. That the Future Melbourne Committee:
 - 7.1. request that the Minister for Planning appoint a panel to consider submissions to the *Melbourne Planning Scheme Amendment C163* (the amendment);
 - 7.2. endorse the changes to the *Student Housing Policy* at Attachment 2, as suggested by officers and in response to the submissions received during exhibition of the Amendment; and
 - 7.3. endorse the response to the submissions at Attachment 4 as the basis for Council's submission to the panel.

Attachments:

1. Supporting Attachment
2. Proposed Student Housing Policy and amendment documentation
3. Officer response table to DPCD request for further information
4. Summary of submissions and recommended response

SUPPORTING ATTACHMENT

Legal

1. Divisions 1 and 2 of Part 3 of the *Planning and Environment Act 1987* deal with planning scheme amendments, setting out provisions in relation to the exhibition and notification of proposed planning scheme amendments and the consideration of submissions.
2. Specifically, sub-section 23(1) of the Act provides that:

“After considering a submission which requests a change to the amendment, the planning authority must -

 - (a) change the amendment in the manner requested; or*
 - (b) refer the submission to a panel appointed under Part 8; or*
 - (c) abandon the amendment or part of the amendment.”*
3. The recommendation made in the report is therefore consistent with the Act.

Finance

4. Council will incur costs associated with a panel hearing. It is estimated that the costs of the panel hearing will be approximately \$5000. Provision for such expenditure has been made within the Local Policy component of the Strategic Planning Branch’s 2010-11 operating budget.

Conflict of interest

5. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Stakeholder consultation

6. The *Melbourne Planning Scheme Amendment C163* (the amendment) was publicly exhibited from 22 July 2010 to 30 August 2010 with public notices in the local papers and on the City of Melbourne website. A public notice was sent to all prescribed Ministers, the universities and student groups, peak industry groups such as the Master Builders Association, Property Council of Australia and Housing Industry Association as well as to resident groups, planning consultants and developers who do a lot of work in the city.

Relation to Council policy

7. The amendment, is consistent with the objectives of the *Municipal Strategic Statement*.

Environmental sustainability

8. The amendment will not impact negatively on the environment. The proposed *Student Housing Policy* promotes convenient walking access to public transport, shops and education facilities. The policy also encourages bicycle parking and supports planning applications that provide limited or no car parking for students.

22.24 STUDENT HOUSING POLICY

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This policy applies where a planning permit is required for the use or development of *student housing*, typically under the definition of residential building or residential college.

For the purpose of this policy *Student housing* is defined as the use or development of land for:

- Accommodation that is purpose built to accommodate bona fide students while studying at tertiary institutions; or
- Accommodation that is modified or converted (for more than ten habitable rooms) to accommodate bona fide students while studying at tertiary institutions. This would include accommodation that was used in the past as a dwelling.

This policy does not apply:

- To informal student housing where students occupy dwellings as defined within the planning scheme. Dwellings can be used for shared housing without the need for a planning permit.
- If the accommodation comprises a number of fully self-contained units that meet the definition of a dwelling.

22.24-1 Policy basis

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The City of Melbourne is home to many tertiary educational institutions. The University of Melbourne and RMIT University are foremost amongst these.

These institutions cater for a large number of students who move to Melbourne to study from overseas, interstate and from regional Victoria. Some of these students seek specialist accommodation services that will support their period of study in Melbourne. The demand for this type of accommodation is projected to be ongoing.

Purpose built student housing has specific requirements compared to other types of dwellings which need to be addressed at the planning permit application stage.

This policy supports purpose built student housing which provides for pastoral care, reduces social isolation and which facilitates social interaction and communication among the students.

The location and design of purpose built student accommodation needs to be affordable, meet the practical requirements of students, and have convenient walking access to public transport and shops, and convenient access to educational and community facilities. The standards included in this policy are the minimum requirements for student life.

Collaboration between developers and universities is encouraged to achieve the objectives of this policy.

The Municipal Strategic Statement supports:

- “*the provision of affordable, safe and well designed and managed student housing in locations with good access to public transport, services and tertiary education facilities*”; and
- “*affordable accommodation options for students.*”

This policy is supported by the findings of *Transnational and temporary: Students, community and place-making in central Melbourne 2009*, a report prepared by the University of Melbourne.

22.24-2 Objectives

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- To ensure that the internal layout of student rooms and communal facilities provide sufficient space and amenity for the reasonable requirements of an active social, work, and private life of the student while promoting social interaction.

- To provide a safe, healthy, secure and well managed living environment.

22.24-3 Policy

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Bicycle, Motorcycle, Scooter and Car Parking, and Loading and Unloading

It is policy to:

- Encourage at least one bicycle parking space per student
- Design and locate bicycle parking in accordance with the decision guidelines at Clause 52.34-4;
- Provide adequate space on the land for motorcycle and scooter parking;
- Design safe and efficient motorcycle and scooter parking;
- Provide car parking for the management and servicing needs of the building;
- Support applications that provide limited or no car parking for students;
- Design car spaces and accessways in accordance with Clause 52.06-3; and
- Provide adequate space on the land for loading and unloading vehicles and waste collection.

Layout, Students' rooms and Shared Spaces

Student rooms may comprise various levels of shared facilities including:

- Student rooms with all facilities except laundry facilities;
- Student rooms with en-suite bathrooms and shared laundry and cook facilities; or
- Hostel type facility where rooms are for sleeping and studying and shared laundry, cooking and bathroom facilities are provided.

Students' Rooms

It is policy that:

- Every room has a size, layout and design able to comfortably accommodate:
 - A bed accessible from a long side;
 - A study area with a desk and bookshelf;
 - A robe /drawer unit with ample storage space for clothing and personal items;
 - Computer and TV;
 - A table or bench to provide a space to eat separate from that used for study purposes;

One way to comply with this policy would be to provide a minimum floor space of 10.8m² for a room to be used as a basic single student bedroom. This does not include a kitchen or an en-suite.

- Every room has direct access to daylight and fresh air and an external window.
- That at least one source of light to study bedrooms be from external walls open to the sky.
- Each room is not unreasonably overlooked by another room, either in the same building or an adjoining property.
- Rooms should be designed and located to limit excessive noise and disruption from pedestrian or vehicle traffic from within or outside the complex.
- Where private kitchen facilities are provided there should be adequate room for a microwave, stove top cooker, fridge, clear bench space and sink with hot and cold running water, as well as storage space for food, crockery, utensils, cleaning equipment and a designated location for garbage and re-cycling.

- Adequate long term storage in a secure location is provided.

Shared Facilities

It is policy that:

- Shared laundries include the following:
 - A reasonably attractive design conducive to incidental socialising; and.
 - Appropriate provision of shared facilities including washing machines, clothes dryers, laundry tubs with hot and cold water and clotheslines.
- Shared cooking and dining facilities include the following:
 - A designated location for garbage and re-cycling bins; and
 - Appropriate provision of shared cooking and dining facilities including stove top cookers, sinks with running hot and cold water, refrigerators, freezers, bench space for food preparation and storage space for dry goods.
- The provision of storage areas for property manager's equipment and building maintenance is encouraged.
- The provision of appropriate waste management facilities is encouraged.
- Shared facilities are located in a safe and accessible location for all students.
- Corridors and stairways are healthy attractive spaces, with natural lighting and ventilation and are conducive to incidental social interaction.

Communal outdoor space and internal common areas

It is policy to:

- Ensure each student has access to communal outdoor space that is well designed, safe and accessible and can be maintained appropriately;

One way to comply with this policy would be to provide a ratio of 2.5m² of communal outdoor space per student, in a maximum of two parcels, each parcel with a minimum width of 3m;

- Ensure adequate solar access into any communal outdoor space;
- Ensure each student has access to internal common areas that are capable of being used for multiple functions to meet a range of study, social, cultural and religious needs of students;

One way to comply with this policy would be to provide a common living area or recreation room with a minimum of 15m² in area for the first 12 students, and a further 15m² for each additional 12 students thereafter;

- Ensure internal common areas are well located adjacent to high movement areas and doors to internal common areas contain glass to enable natural surveillance from circulation areas;
- Encourage a direct relationship between communal outdoor spaces and common internal spaces to enhance function and safety;
- Ensure that lighting of internal and external access areas is adequate;
- Ensure that all common areas promote student interaction and a sense of community;
- Require that all common areas remain the responsibility of the building management and not be sold off independently.

The floor area of bedrooms, bathrooms, laundries, reception area, storage, kitchens, car parking, loading docks, driveways, clothes drying areas, corridors and the like are not counted when determining the area of internal communal living area. Dining areas may be included as communal living area.

Conversion of Existing Buildings

It is policy to:

- Consider the capacity of the building to meet the requirements of this policy, particularly the provision of communal open space when assessing applications for the conversion of an existing building to student housing.

22.24-4 Application Requirements

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The responsible authority may require a Management Plan to be submitted and approved before the use of the student housing commences.

The Management Plan should include, but is not limited to:

- Permanent display of the Management Plan in a common area.
- Provision for at-call contact details of a suitably responsible contact person for response 24 hours a day and seven days a week, to be displayed so they are clearly visible to any person entering the site.
- Provision of information on community and education services, including health, counselling and cultural services.
- Provision of information on local public transport and to encourage walking (eg. information on facilities within walking distance, local public transport timetables, outlets for purchase of Myki tickets, car share services etc).
- House rules regarding occupancy and behaviour of students and visitors.
- Resolution process for disputes between students and complaints from persons not residing on the site.
- Areas where washed clothes may be dried.
- Details of rubbish bin storage and waste collection.
- Employment of a suitably qualified manager or lead tenant who is accommodated on-site.
- Details of which unit is to be set aside for the resident manager and how this unit is to be managed.
- The nature of the management of the complex and the contact details of the manager/lead tenant.
- Critical Incident Management and Emergency & Evacuation Procedures.
- Management procedures over holiday periods.
- Information for students on how to use the building effectively, efficiently and responsibly.

21.11 REFERENCE DOCUMENTS

[Insert Date]
C163

General

City Plan 2010, 2001.

Housing and community

Linking People, Homes and Communities - A Social Housing Strategy 2001—2004, 2001.

City of Melbourne Social Planning Framework, 2002.

Docklands Community Development Plan 2001-2016, 2002.

Drugs Action Plan 2001-2003, 2001.

Business and Retail

Retail Core Development Strategy, 2001.

Towards a Knowledge City Strategy, 2002.

Melbourne BioAgenda, 2002.

Urban Form and Structure and character

Grids and Greenery, 1987.

Grids and Greenery Case Studies, 1998.

Strategy for a Safe City 2000-2002, 2000.

Integration and Design Excellence, Melbourne Docklands, July 2000.

Docklands Open Space Strategy.

Melbourne Docklands Outdoor Signage Guidelines, 2004

Swanston Street, Carlton- Urban Design Guidelines, 1999

West Melbourne Structure Plan, April 2005

Carlton Brewery Masterplan, October 2007

Parks

Carlton Gardens Master Plan, 1991.

Princes Park Ten Year Plan, 1998.

Royal Park Master Plan, 1998.

JJ Holland Park Concept Plan, 1998.

Fitzroy Gardens Management Plan, 1996.

Flagstaff Gardens Master Plan, 2000.

Treasury Gardens Management Plan, 1996.

Parks Policy, 1997.

Transport and Access

Moving Melbourne into the Next Century—Transport Strategy 1997.

Bike Plan 2002—2007—A Transportation Strategy, 2002.

Disability Action Plan 2001—2004.

Port of Melbourne Land Use Plan, 2002.

City West Plan, 2002.
Transport Program 2003-2006, 2003.
Carlton Access and Parking Strategy, 2004.

Environment

City of Melbourne Ecologically Sustainable Buildings Guidelines, 2001.
City of Melbourne Stormwater Management Plan, 2000.
Guidelines for Solar Technology Installations in the City of Melbourne's Residential Areas, 2001.
Melbourne's Greenhouse Action Plan-2001—2003, 2001.
Melbourne Sustainable Energy and Greenhouse Strategy, 2000.
Urban Stormwater Best Practice Environmental Management Guidelines, 1999.
Growing Green, 2003.
Total Watermark 2004, 2004.
Zero Net Emissions by 2020 – A Roadmap to a Climate Neutral City, 2003.
Business Park Precinct Noise Management Regime 1998.
Melbourne Docklands Lighting Regime for the Business Park Precinct 1999.

Local Area Plans

Carlton Integrated Local Area Plan—A Vision to 2010, 2000.
Port Melbourne Structure Plan, 1999.
Southbank Structure Plan (Final Draft), 1999.
North West 2010 Local Plan, 1999.

Planning and Environment Act 1987

MELBOURNE PLANNING SCHEME

AMENDMENT C163

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the City of Melbourne, which is the planning authority for this amendment.

Land affected by the amendment.

The amendment applies to all land within the City of Melbourne.

What the amendment does.

The amendment introduces Clause 22.24 – Student Housing Policy, into the Local Planning Policy Framework of the Melbourne Planning Scheme and deletes the *Student Housing - Development and Management Controls, 1999* as a Reference Document from the Municipal Strategic Statement (MSS).

The Student Housing Policy will apply where a planning permit is required for the use or development of student housing. Student Housing is defined as land used for:

- Accommodation that is purpose built to accommodate bona fide students while studying at tertiary institutions; or
- Accommodation that is modified or converted (for more than ten habitable rooms) to accommodate bona fide students while studying at tertiary institutions. This would include accommodation that was used in the past as a dwelling.

The Policy does not apply to informal student housing where students occupy dwellings as defined within the planning scheme or if the accommodation comprises a number of fully self-contained units that meet the definition of a dwelling.

The policy will provide direction for Council, the community and the development industry in considering applications for student housing.

Strategic assessment of the amendment

• Why is the amendment required?

In 2006, a three year project funded by the Australian Research Council Linkage grant program commenced. The research project, called *Transnational and temporary: Students, community and place-making in central Melbourne*, was conducted by the University of Melbourne in collaboration with the City of Melbourne, the Department of Planning and Community Development and the Department of Sustainability and Environment.

The Transnational & Temporary report found that the inadequate nature of existing housing contributes to the segregation and separateness of international students and provides insufficient opportunities for socialising.

Transnational & Temporary has recommended that student housing complexes in central Melbourne need to be more affordable, encourage social and cultural diversity

among the tenants and encourage internal and external interactions such as is provided by student housing complexes with common facilities.

Planning permit applications are currently assessed against Council's *Student Housing Development and Management Control* guidelines, however the status of these guidelines is uncertain and often questioned at the Victorian Civil and Administrative Tribunal because they are not included in a local planning policy. In this way the policy will provide greater certainty for new applicants and planning officers when assessing an application.

- **How does the amendment implement the objectives of planning in Victoria?**

Section 4 (1) of the Planning and Environment Act 1987 contains the following relevant objective for planning in Victoria:

- (a) *to provide for the fair, orderly, economic and sustainable use and development of land;*
- (b) *to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;*
- (c) *to balance the present and future interests of all Victorians.*

The proposed student housing policy provides clear objectives for the use and development of student housing. The policy objectives are:

- To ensure that the internal layout and facilities provide sufficient space and amenity for the requirements of student life, and promote social interaction; and
- To provide a safe, secure and well managed living environment.

It is considered that these objectives will assist in the implementation of the objectives of planning in Victoria.

- **How does the amendment address the environmental effects and any relevant social and economic effects?**

The amendment is expected to have no significant effect on the environment. However by promoting minimal car parking requirements and an increased amount of bike parking, as well as ensuring student housing is well located near public transport and shops, car usage may be reduced. The Policy also includes performance objectives for student housing to include appropriate waste management facilities.

The amendment is expected to have positive economic and social effects. The amendment will encourage purpose built student housing that is well located and designed, is affordable, meets the practical requirements of students, has convenient walking access to public transport and shops, and convenient access to educational and community facilities.

- ***Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?***

The amendment is consistent with Ministerial Direction No. 9 – Metropolitan Strategy. The following aspects of Melbourne 2030 are relevant:

Direction 1: A more Compact City

The amendment is consistent with this strategic direction as it promotes the use and development of student housing facilities at locations close to public transport, shops, and educational and community facilities.

Direction 4 - A More Prosperous City

The amendment provides for housing for overseas students in locations with good access to education centres and is thereby contributing to the knowledge economy.

Direction 6 – A Fairer City of Melbourne

The policy encourages the appropriate location of student housing as well as affordable choices for students, by encouraging minimum standards required for student life.

Direction 8 – Better Transport Links

The amendment encourages the better use of public transport. As the policy aims to locate student housing close to public transport or an associated tertiary education institution, it will reduce dependency on car travel and encourage the use of public transport, walking and cycling.

The amendment is consistent with the *Ministerial Direction on the Form and Content of Planning Schemes* under Section 7(5) of the Act. It is also consistent with Ministerial Direction No. 12 – Strategic Assessment of Amendment as set out in this explanatory report.

- **How does the amendment support or implement the State Planning Policy Framework?**

Clause 16.02 (Medium Density Housing) of the State Planning Policy Framework seeks to encourage medium density housing that improves housing choices and makes the best use of existing infrastructure. The amendment is consistent with this clause in that the provision of purpose built student housing and appropriate shared facilities will increase the housing choices available for students and encourage better use of services and transport.

Clause 18.02 (Infrastructure, Car Parking and Public Transport Access to Development) seeks to ensure that developments take advantage of all available modes of public transport and minimise the impacts on existing transport networks. The policy is consistent with this clause as it encourages student housing in areas with good access to public transport.

Clause 18.07 (Education Facilities) encourages the integration of education facilities with local communities. Tertiary facilities are encouraged in areas with good access to public transport and activity centres. The policy encourages student housing to locate in these areas.

Clause 19.03 (Design and Built Form) encourages high quality urban design to enhance liveability, diversity and safety and to promote the attractiveness of cities. In particular development should create environments that enhance personal safety, provide active street frontages, promote energy efficiency and should aspire to high standards in architectural design. The policy encourages urban design that promotes personal safety, and facilities to enhance the liveability of student life.

- **How does the amendment support or implement the Local Planning Policy Framework?**

Council's MSS outlines Council's strategic direction for future land use planning and development.

Clause 21.04 Land Use seeks to *“Support the provision of affordable, safe and well designed and managed student housing in locations with good access to public transport, services and tertiary education facilities”* and *“support affordable accommodation options for students”*.

Clause 21.05 City Structure and Built Form seeks to manage amenity through built form strategies, encouraging safety, social character and diversity. The policy encourages sustainable built form which includes passive solar design and seeks to have principles of community safety incorporated in the design of buildings.

Clause 21.06 Transport and Communications Infrastructure seeks to increase the use of public transport systems and improve the sustainability and liveability of the municipality and surrounding areas. The clause also encourages improved bicycle facilities, pedestrian travel and vehicular access to the city that is provided in an environmentally sustainable way.

The student housing policy supports these clauses.

- **Does the amendment make proper use of the Victoria Planning Provisions?**

It is considered that the amendment makes proper use of the Victorian Planning Provisions. The implementation of a policy on student housing facilities is the most transparent and efficient way to alter the scheme to provide clear guidance for assessment of these types of planning applications.

- **How does the amendment address the views of any relevant agency?**

The views of relevant agencies will be determined through the exhibition process.

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The consideration of any subsequent planning permits for the land will not impose significant resource or administration costs on the Council. The policy does not include any additional permit triggers.

Where you may inspect this Amendment.

Detailed information about the Amendment is available on the City of Melbourne web site at www.melbourne.vic.gov.au.

The amendment is available for public inspection, free of charge, during office hours at the following places:

Melbourne City Council
Planning Reception
Level 3, 240 Little Collins Street
Melbourne 3000
Telephone: 9658 9658

The amendment can also be inspected free of charge at the Department of Planning and Community Development web site at www.dpcd.vic.gov.au/planning/publicinsep

PANEL VERSION

Planning and Environment Act 1987
MELBOURNE PLANNING SCHEME

AMENDMENT C163

The planning authority for this amendment is the City of Melbourne.

The Melbourne Planning Scheme is amended as follows:

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

1. In Local Planning Policy Framework – replace Clause 21.11 with a new Clause 21.11 in the form of the attached document. The details of the changes are as follows:
 - *Student Housing - Development and Management Controls, 1999* has been deleted as a Reference Document
2. In Local Planning Policy Framework – following Clause 22.21, insert a new Clause 22.24 in the form of the attached document.

End of document

PANEL VERSION

Amendment C163

List of changes to the Melbourne Planning Scheme

Clause / Map Numbers	Change	Comment
LOCAL PLANNING POLICY FRAMEWORK		
21.11	Insert a new Clause 21.11 “Reference Documents” in the form of the attached document.	Deletes the <i>Student Housing - Development and Management Controls, 1999</i> as a Reference Document
22.24	Following Clause 22.21 “Heritage Places Within The World Heritage Environs Area” insert a new Clause 22.24 “Student Housing Policy” in accordance with the attached document	Inserts a new Local Planning Policy on Student housing into the Planning Scheme
LIST OF AMENDMENTS (Information to accompany amendment)		
List of Amendments	Insert: Amendment number “C163” , In operation from, DATE with the brief description, “introduces a new Local Planning Policy, <i>Student Housing Policy</i> (Clause 22.24) into the Planning Scheme and deleted the <i>Student Housing - Development and Management Controls, 1999</i> as a Reference Document in the Municipal Strategic Statement”	Updates list of amendments to the planning scheme

MPS Amendment C163 – Clause 22.24 Student Housing Policy
Authorisation No: A01671

Further Information Request from DPCD	City of Melbourne Officer Response
<p>▪ Design and locate motorcycle and scooter parking in accordance with AS/NZ2890.1:2004;</p> <p>This is considered unnecessary as compliance with these Standards is mandatory and will form part of any proposal assessment.</p> <p>It is suggested that wording such as <i>‘Design safe and efficient motorcycle and scooter parking’</i> may be more appropriate.</p>	<p>This clause has been deleted and replaced with the following: <i>‘Design safe and efficient motorcycle and scooter parking’.</i></p>
<p>▪ Student rooms with en-suite bathrooms (shared laundry and cooking facilities); or</p> <p>This statement is confused by the use of brackets. It is suggested that a statement such as <i>‘Student rooms with en-suite bathrooms and shared laundry and cook facilities’</i> may be more appropriate.</p>	<p>This clause has been modified to read: <i>‘Student rooms with en-suite bathrooms and shared laundry and cook facilities’</i></p>
<p>▪ Every room has direct access to daylight and fresh air and outlook.</p> <p>This term is considered ambiguous and clarification is required. For example, ‘outlook’ could refer to an external window or light court or a view.</p>	<p>This clause has been modified to clarify that in this context, ‘outlook’ refers to an external window: <i>‘Every room has direct access to daylight and fresh air and an external window’</i></p>
<p>▪ A minimum floor space of 10.8m² must be provided for a room to be used as a basic single student bedroom.</p> <p>It is requested that additional strategic justification be</p>	<p>This clause has been modified to read: <i>‘One way to comply with this policy would be to provide a minimum floor space of 10.8m² for a room to be used as a basic single student bedroom. This does not include a</i></p>

<p>provided of how this particular figure was determined</p>	<p><i>kitchen or an ensuite'</i></p> <p>This policy model was used in <i>Clause 22.09-3</i> of the <i>Glen Eira Student Housing Policy</i>, under the <i>Amenity and Car Parking</i> sections, where it is stated that, <i>“One way to comply with this policy would be by providing...”</i></p> <p>The provision of 10.8m² was included in the <i>City of Melbourne Student Housing Development and Management Controls</i> which is currently a reference document in the Melbourne Planning Scheme. This has been included as the minimum standard for bedroom sizes and is the preferred minimum standard for the development planners.</p> <p>Whilst we acknowledge that good design may be a reason for the exercise of discretion, guidelines ensure that basic minimum requirements for amenity will be achieved.</p>
<p>▪ Rooms should not be subject to excessive noise, nor disruption from pedestrian or vehicle traffic, from within or outside the complex.</p> <p>Rewording this dot point is recommended. This statement implies that no room should experience noise disruption. However given the surrounding inner city environment it is unlikely that this will be achieved. More appropriate wording is considered to be <i>“Rooms should be located to limit excessive noise and disruption from pedestrian or vehicle traffic from within or outside the complex”</i></p>	<p>This clause has been modified to read:</p> <p><i>“Rooms should be located to limit excessive noise and disruption from pedestrian or vehicle traffic from within or outside the complex”</i></p>
<p>▪ Shared laundry facilities be provided as follows:</p> <ul style="list-style-type: none"> ▪ One 5kg capacity automatic washing machine and one domestic dryer for every 12 students. A minimum 4-star energy rating must be achieved; ▪ At least one large laundry tub with running hot and cold water; ▪ 30m of clothesline for every 12 students in an 	<p>These clauses have been replaced with the following:</p> <p><i>“It is policy that:</i></p> <ul style="list-style-type: none"> ▪ <i>Shared laundries include the following:</i> <ul style="list-style-type: none"> ▪ <i>A reasonably attractive design conducive to incidental socialising.</i> ▪ <i>Appropriate provision of shared laundry facilities including washing machines, clothes dryers, laundry tubs with hot and cold water and clotheslines”</i>

<p>outdoor area (can be retractable); and</p> <ul style="list-style-type: none"> ▪ A reasonably attractive design conducive to incidental socialising. <p>Better placed in a reference document.</p> <p>It is recommended that these points be removed and general statements such as <i>‘Appropriate provision of shared laundry facilities’</i> be inserted</p>	
<ul style="list-style-type: none"> ▪ Shared cooking and dining facilities be provided as follows: <ul style="list-style-type: none"> ▪ A communal kitchen and dining area with a minimum area of 15m² plus 1m² for each additional student above 12 students. ▪ One stove top cooker and one sink with running hot and cold water for every 6 people. ▪ Refrigerator storage space of approximately 0.25m³ per student unless bar fridges are provided in each bedroom. ▪ Freezer storage space of approximately 0.15m³ per student. ▪ Storage for dry goods of approximately 0.30m³ per student which allows for the secure storing of food for each student in the kitchen area. ▪ A designated location for garbage and re-cycling bins. <p>Better placed in a reference document</p> <p>It is recommended that these points be removed and general statements such as <i>‘Appropriate provision of shared</i></p>	<p>These clauses have been replaced with the following:</p> <ul style="list-style-type: none"> ▪ <i>“Shared cooking and dining facilities include the following:</i> <ul style="list-style-type: none"> ▪ <i>A designated location for garbage and re-cycling bins.</i> ▪ <i>Appropriate provision of shared cooking and dining facilities including stove top cookers, sinks with running hot and cold water, refrigerators, freezers, storage space for dry goods”</i>

<p><i>laundry facilities</i> be inserted</p>	
<p>▪ Shared bathroom facilities must comply with the minimum requirements of the Building Regulations 2006.</p> <p>Unnecessary as it replicates the Building Regulations and will be assessed prior to the issuing of a Building Permit.</p>	<p>This clause has been deleted.</p>
<p>▪ Provide a ratio of 2.5m² of communal outdoor space per student, in a maximum of two parcels, each parcel with a minimum width of 3m;</p> <p>It is requested that additional strategic justification be provided of how this particular figure was determined</p>	<p>This policy has been modified to read:</p> <p>▪ <i>“One way to comply with this policy would be to provide a ratio of 2.5m² of communal outdoor space per student, in a maximum of two parcels, each parcel with a minimum width of 3m;”</i></p> <p>The ratio of 2.5m² of communal outdoor space per student was originally influenced by the Glen Eira and Stonnington Student Housing Policies. City of Melbourne considers that this is a reasonable requirement.</p> <p>Whilst we acknowledge that good design may be a reason for the exercise of discretion, guidelines ensure that basic minimum requirements for amenity will be achieved.</p> <p>The Panel Reports for both Glen Eira and Stonnington policies, did not disagree with the prescribed ratio for outdoor space.</p>
<p>▪ Provide a common living area or recreation room with a minimum of 15m² in area for the first 12 students, and a further 15m² for each additional 12 students thereafter;</p> <p>It is requested that additional strategic justification be provided of how this particular figure was determined</p>	<p>This policy has been modified to read:</p> <p>▪ <i>“One way to comply with this policy would be to provide a common living area or recreation room with a minimum of 15m² in area for the first 12 students, and a further 15m² for each additional 12 students thereafter;”</i></p> <p>Whilst we acknowledge that good design may be a reason for the exercise of discretion, guidelines ensure that basic minimum requirements for amenity will be achieved.</p> <p>This policy guideline was influenced by the Sydney Boarding House Guidelines</p>
<p>Controls listed within the policy should not be</p>	<p>The controls have been checked against the Building Regulations 2006 and are not in</p>

<p>contradictory to the Building Regulation 2006. It is recommended that a review of the amenity controls be undertaken to ensure consistency.</p>	<p>conflict with these regulations.</p>
<p>The Department is not supportive of mandatory policies with all policies needing to be discretionary. As such, the word 'must' is to be removed and replaced with 'should' to ensure that the policy remains discretionary.</p>	<p>The word 'must' was used in three separate clauses in the policy. These have been deleted or replaced with the word 'should'.</p>
<p>It is recommended that Council retain the existing student housing guidelines as a reference document within Clause 22.24. This will allow Council to note more specific requirements as a guide, which are otherwise inappropriate to be included within a Local Planning Policy.</p>	<p>The Practice Note on Incorporated and Reference Documents indicates that the purpose of a reference document is to explain why particular requirements are in the scheme, to substantiate a specific issue or provide background to specific decision guidelines in local planning policies</p>

Summary of Submissions received during Exhibition and Council's response Amendment C163 – Student Housing Policy

Submitter	Issues	Council's response
<p>1 Urbis Pty Ltd (on behalf of Urbanest Pty Ltd)</p>	<p>The policy is generally supported but with the following recommendations:</p> <p><i>Bicycle Parking Requirements</i> The provision of 1 bicycle parking space per student is excessive, particularly for facilities which provide a higher number of student beds (e.g. up to 500 beds).</p> <p>It is recommended to require the preparation of travel plans where appropriate rates of bicycle parking can be outlined or provide a different scale for parking provision such as:</p> <p>0 – 20 lodging rooms = 1 bicycle space per student 21 – 50 lodging rooms = 20 bicycle spaces plus 1 space for every additional 10 students 51 or more lodging rooms = 20 bicycle spaces plus 1 space per 20 students</p> <p><i>Loading and Unloading of Vehicles</i> This requirement is not necessary given the minimal requirements for facilities of this nature and could be deleted.</p> <p><i>External Open Space Requirements</i> Generally supported however 2.5m² of outdoor open space is excessive, unrealistic and unsustainable use of land resources, particularly for facilities located in the CBD (e.g. 500 beds would require an area of outdoor space 1,250m²)</p>	<p><i>Bicycle Parking Requirements</i> No change to the policy. Bicycle parking requirements in the policy are discretionary and therefore applications which do not provide the recommended amount of bicycle parking will be assessed on a case by case basis.</p> <p><i>Loading and Unloading of Vehicles and waste collection</i> No change to the policy. Sufficient space on-site for loading and unloading facilities is necessary for any development which accommodates a large number of people, to facilitate activities such as furniture removal and delivery. This is particularly important in the case of student housing where resident occupation can be short.</p> <p><i>External Open Space Requirements</i> No change to the policy. The external open space ratio is not a mandatory requirement and therefore applications which do not provide the recommended amount of external open space will be assessed on a case by case basis.</p>

	<p>A more appropriate approach would be to delete the numerical requirement <i>external open space</i> and develop qualitative assessment criteria for the provision of an appropriate amount of internal communal open space.</p> <p><i>Internal Open Space Requirements</i> The internal open space requirement is excessive (e.g. 500 beds would require 600m² of communal open space).</p> <p>A more appropriate approach would be to delete the numerical requirement for internal open space provision and develop qualitative assessment criteria for the provision of an appropriate amount of internal communal open space.</p> <p><i>Minimum size of bedrooms</i> The overall requirements for facilities to be provided within each room are appropriate and sufficient in themselves to ensure that each bedroom is of an appropriate size without the added requirement in relation to the overall size of rooms.</p> <p>Reference within the policy to a minimum floor space for rooms is not necessary. It is the layout and proportions of the room which are more important to ensure a functional space rather than overall size.</p> <p><i>Management Requirements</i> The policy as currently worded provides some discretion to the preparation of a management plan, however it is submitted that this should be a mandatory requirement.</p> <p>A Manager should be available on site at all times, particularly for the larger student housing facilities, for the appropriate running of the facility for the students themselves and surrounding neighbours. It is not reasonable to have a lead tenant in this role, although tenants can be engaged as a 'residential champion' to support the Manager.</p>	<p><i>Internal Open Space Requirements</i> No change to the policy. The internal open space ratio is a guide and applications will be assessed on a case by case basis.</p> <p><i>Minimum size of bedrooms</i> No change to the policy. The minimum floor space is a guide and applications will be assessed on a case by case basis.</p> <p><i>Management Requirements</i> No change to the policy. The management requirements are a guide and applications will be assessed on a case by case basis.</p>
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	<p>It is recommended that the policy be amended to include: In developments exceeding more than 50 beds:</p> <ul style="list-style-type: none"> ▪ A manager be employed ▪ A duty manager be available 24hours a day <p><i>Safety</i> The policy does not provide sufficient requirements for student safety and there should be requirements for appropriate access arrangements for the building including lighting. For facilities of 50 beds or more, the policy should require additional safety features such as CCTV</p> <p><i>Elements of the Policy which are supported include:</i></p> <ul style="list-style-type: none"> ▪ Policy basis ▪ Objectives ▪ Car parking provisions on site ▪ Content requirements of each room ▪ Requirements for external daylight sources ▪ Requirements for privacy and protection from overlooking ▪ Noise impacts considerations ▪ Requirements relating to shared kitchens, laundries, cooking and dining facilities. 	<p><i>Safety</i> No change to the policy. The policy already includes the objective, “to provide a safe, healthy, secure and well managed living environment”. The policy provisions also encourage that shared facilities and parking spaces are located and designed for the safety of students.</p>
<p>2 The University of Melbourne</p>	<p>The policy is generally supported but with the following recommendations:</p> <p><i>Definition of Student Housing</i> The exhibited policy seeks to introduce the new terminology of “student housing” without reference to the existing definitions contained within the planning scheme. To resolve this it would be useful to amend the wording to read:</p> <p><i>“This policy applies where a planning permit is required for the use or development of student housing, typically under the definition of Residential building or Residential college. For the purpose of this clause student housing is defined as...”</i></p>	<p><i>Definition of Student Housing</i> As this makes the application of the policy clearer, the policy has been changed to reflect this recommendation.</p>

	<p><i>Layouts, Student Rooms and Shared Spaces</i> The policy discusses the type of layouts of student accommodation. The third definition states “<i>Hostel type facilities where rooms are for sleeping and studying</i>”. This description suggests that only student rooms are required to be provided, with no substantial common areas or kitchen and dining facilities. This type of development would not provide facilities appropriate for socialising or encouraging good eating habits.</p> <p>It is therefore suggested that the third type of facility be amended to read: <i>“Hostel type facilities where rooms are for sleeping and studying and shared areas are provided for bathrooms, cooking, eating, laundry and socialising”</i></p> <p><i>Shared Facilities</i> The exhibited policy requires that shared cooking and dining facilities include a list of facilities, however this list does not include bench space for food preparation.</p> <p><i>Communal Outdoor Space and Internal Common Areas</i> The policy requires that “<i>each student has access to internal common areas that are capable of being used for multiple functions to meet a range of study, social, cultural and religious needs of students</i>”.</p> <p>This does not require sufficient communal space to be provided capable of accommodating all students. A formula for size is noted as one way of achieving the policy, however the policy should be redefined to state: <i>“internal common areas are to be provided of sufficient size to accommodate at least half the students housed within the development at one time. The internal common areas should be capable of being used for multiple functions to meet...”</i></p>	<p><i>Layouts, Student Rooms and Shared Spaces</i> Agreed. The policy has been changed to reflect this recommendation.</p> <p><i>Shared Facilities</i> Agreed. The policy has been changed to reflect this recommendation.</p> <p><i>Communal Outdoor Space and Internal Common Areas</i> No change to the policy. It is considered that the recommended measure for common areas in the policy will provide sufficient space for students. Applications that seek to provide less than the recommended amount of communal space will be assessed on a case by case basis.</p>
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	<p>The measure outlined as a means of meeting the policy should be maintained.</p>	
<p>3 Gerard Pinto, Andrew Martel & Paolo Tombesi (Transnational and Temporary Report)</p>	<p>The policy is generally supported but with the following recommendations:</p> <p><i>Definition of Student Housing</i> The definition of student housing used in the policy would exclude the majority of developments built in Melbourne as apartment buildings that are designed for student occupation that are developed as fully self-contained units continue to be the favoured economic model by developers.</p> <p>It is recommended that the policy apply where a planning permit is required for the use or development of student housing.</p> <p><i>Student housing is the use or development of land for:</i></p> <ul style="list-style-type: none"> ▪ <i>Accommodation that is purpose built to accommodate bona fide students while studying at tertiary institutions including developments that consist of individual self-contained units that meet the definition of a dwelling.</i> <p><i>This policy does not apply:</i></p> <ul style="list-style-type: none"> ▪ <i>If the accommodation comprises a number of fully self-contained units that meet the definition of a dwelling and where there is no pastoral care or student management organisation operating in the development</i> <p><i>Objectives</i> It is recommended that the objectives be changed as follows:</p> <ul style="list-style-type: none"> ▪ <i>To ensure that the internal layout of individual apartments and communal facilities provide sufficient space and amenity for the reasonable requirements of an active social, work, and private life or the resident.</i> ▪ <i>To provide a healthy, secure and well managed living environment</i> 	<p><i>Definition of Student Housing</i> No change to the policy as the proposed wording is inconsistent with the Planning Scheme. Any development with only self-contained dwellings would be assessed against Clause 55 (Rescode) or Clause 52.35 (Residential development of 4 or more stories) in conjunction with the Urban Design Local Policies and the Guidelines for Higher Density Residential Development [the Guidelines] which all form part of the Melbourne Planning Scheme. The Guidelines require consideration of private and communal open space.</p> <p><i>Objectives</i> Agreed. The policy has been changed to reflect this recommendation.</p>

	<p>The phrase 'student life' has been expanded to explicitly include provision for social, study and private activities.</p> <p>The inclusion of the term 'healthy' is intended to reinforce the later recommendations regarding natural light and ventilation within the dwellings.</p> <p><i>Student Rooms</i> It is recommended that the policy specify minimum sizes/areas for specific activities or tasks rather than stating minimum room sizes. In addition, given the tendency of student rooms to be small in size, it is recommended that the guidelines specify requirements that are above stated BCA minimums, particularly requirements concerning external light and ventilation.</p> <p><i>"Every room has a size, layout and design able to comfortably accommodate:</i></p> <ul style="list-style-type: none"> ▪ <i>A bed accessible from a long side</i> ▪ <i>A study area with a desk and bookshelf with a minimum clear desk depth of 400 mm and minimum clear length of 1 metre</i> ▪ <i>A robe and drawer units with ample storage space for clothing and personal items with a total volume of not less than 2 cubic metres per occupant.</i> ▪ <i>Computer and TV infrastructure</i> ▪ <i>A table or bench to provide a space to eat separate from that used for study purposes</i> <p><i>Rooms under 11 m2 in internal area (excluding kitchen area or en-suite) in particular would need to clearly demonstrate that they complied with the above minimum provisions.</i></p> <ul style="list-style-type: none"> ▪ <i>Every room has direct access to daylight and fresh air and an external window, with a recommendation that the ratio of window area to room floor area is at least 15% (note: this is 50% more generous than current BCA minimums)</i> 	<p><i>Student Rooms</i> Partially agreed. The policy has been changed as follows:</p> <p><i>Every room has a size, layout and design able to comfortably accommodate:</i></p> <ul style="list-style-type: none"> ▪ <i>A bed accessible from a long side;</i> ▪ <i>A study area with a desk and bookshelf;</i> ▪ <i>A robe /drawer unit with ample storage space for clothing and personal items;</i> ▪ <i>Computer and TV;</i> ▪ <i>A table or bench to provide a space to eat separate from that used for study purposes</i> <p>The following change has also been made:</p>
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	<ul style="list-style-type: none"> ▪ That one source of light to study bedrooms to be from external walls open to the sky ▪ Each room is not unreasonably overlooked by another room, either in the same building or an adjoining property and that internal glazing to rooms cannot be used as a light source below 1800 mm from the room floor ▪ Rooms should be designed to limit excessive noise and or visual disruption from pedestrian or vehicular traffic from within or outside the complex ▪ Where private kitchen facilities are provided there should be adequate room for a microwave, stove top cooker, fridge, clear bench space and sink with hot and cold running water, as well as storage space for food, crockery, utensils, cleaning equipment with a total volume of not less than 2 cubic meters, and a designated location for garbage and re-cycling. Beds must not be located within 2 metres of stove top cookers or sinks ▪ Adequate long term storage in a secure location is provided” <p><i>Shared Facilities</i> The environmental performance of the corridors should be examined along with their potential social and practical functions.</p> <p>It is recommended that the policy be changed as follows:</p> <ul style="list-style-type: none"> ▪ <i>“Corridors and stairways are healthy attractive spaces, with natural lighting and ventilation conducive to incidental social interaction”</i> 	<p>That at least one source of light to study bedrooms be from external walls open to the sky</p> <p>The following change has also been made: <i>Rooms should be designed and located to limit excessive noise and disruption from pedestrian or vehicle traffic from within or outside the complex</i></p> <p>The other suggested changes for internal fit-out details are beyond the scope of planning to assess.</p> <p><i>Shared Facilities</i> Agreed. The policy has been changed to reflect this recommendation.</p>
<p>4. Warren Green (The Carlton Residents Association Inc.)</p>	<p>The submitter supports replacing the current <i>Student Housing Development and Management Controls</i> with appropriate guidelines within the Planning Scheme, particularly the offer of greater certainty and an increased ability to enforce the guidelines.</p> <p>The concern is that there does not appear to be any mechanism to</p>	<p>No change to the policy. Any development with only self-</p>

	<p>address inappropriate use as defined in the policy: <i>Accommodation that is purpose built to accommodate bona fide students while studying at tertiary institutions or...</i></p> <p>There have been some examples of student housing developments approved in the past, some with and some without Section 173 Agreements relating to use. There have been instances of both categories having been occupied by non students and even the sale of individual units into the general dwelling market, all of which indicates potential abuses of the Planning Scheme.</p> <p>Future approvals processed within this section of the planning scheme will, by default, become “Communal Living” for students and others regardless of the approved use, unless some enforcement mechanism is implemented</p> <p>If there is no serious intent to enforce bona fide use, why not acknowledge and define it as “Communal Living” and ensure that the standards of amenity imposed are appropriate for general communal living, thus creating an affordable alternative to the conventional “Dwelling”, without lowering the standards for amenity to levels generally considered unacceptable.</p>	<p>contained dwellings would be assessed against Rescode or Clause 52.35 (Residential development of 4 or more stories) in conjunction with the Urban Design Local Policies and the Guidelines for Higher Density Residential Development which all form part of the Melbourne Planning Scheme.</p> <p>The policy provides guidance about acceptable standards for students’ rooms and the facilities that each room must be able to accommodate as well as guidance in relation to communal outdoor space and internal common areas. These standards are satisfactory for communal living.</p>
<p>5. City West Water</p>	<p>No objection</p>	<p>No response required.</p>
<p>6. Department of Sustainability and Environment</p>	<p>No objection</p>	<p>No response required.</p>
<p>7. Melbourne Water</p>	<p>No objection</p>	<p>No response required.</p>

8 Moonee Valley	No objection	No response required.
9. Department of Transport	No objection	No response required.
10. South East Water	No objection	No response required.