



# Affordable Housing Policy

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09/09/2024	No. 1	Draft for community engagement
24/06/2025	No. 2	Incorporates community engagement findings

## 1. Purpose

- 1.1 Council's vision is for a city where everyone feels welcome and has access to a safe, secure and affordable home. In achieving this vision, this policy recognises that affordable housing is essential infrastructure for a diverse, inclusive and growing community. Like other forms of essential infrastructure, high quality and accessible affordable housing provides an important foundation for building thriving communities and a productive local economy. Everyone should have the opportunity to enjoy the long-term security of a safe and affordable home.
- 1.2 The purpose of this policy is to provide a Council position and framework to guide and facilitate an increase in the supply of well-located affordable housing on public and private land within Frankston City through the local land use planning system, advocacy and partnerships.
- 1.3 This policy will guide and inform Council's planning, decision making and advocacy pertaining to affordable housing in Frankston City, with the intention of encouraging:
  - 1.3.1 A net increase in the number, diversity, and quality of affordable housing dwellings to meet Frankston City's growing and changing population and community needs.
  - 1.3.2 Affordable housing outcomes that are accessible for very low-, low- and moderate-income households so that all residents have access to safe and quality housing options that are within their means for long-term housing security.

- 1.3.3 An equitable distribution of affordable housing across the municipality that is well-located near services, employment, and public transport, and well-integrated with the local community, neighbourhood character and amenity of the area.
- 1.3.4 A diverse mix of housing types and tenures to accommodate increasing densities, different life stages, housing patterns, income levels and community needs, including mixed tenure developments, private-public partnerships, build-to-rent and cohousing.
- 1.3.5 High quality and sustainable affordable housing outcomes that are aligned with Council's strategic planning objectives and policy frameworks and facilitate high quality urban design, architecture and landscape architecture, and deliver long-term public value.
- 1.3.6 Council being positioned to more effectively support and partner with the State and Federal Government, community housing organisations, developers, landowners, other private investors, and community groups to facilitate opportunities, investment, and leadership to increase and improve the quality of Frankston City's affordable housing supply.
- 1.3.7 Further state planning policy reform and statutory change to better enable the supply and improve the quality of affordable housing in Frankston City and elsewhere in the state.
- 1.4 This policy acknowledges that an adequate supply of affordable housing would deliver significant benefits for Frankston City, including:
  - 1.4.1 A long-term solution to homelessness through access to safe, secure and affordable homes. Affordable housing provides critical pathways out of housing crisis and poverty and into long-term housing security and economic participation.
  - 1.4.2 Improved community wellbeing, as access to safe, secure and affordable housing is a key determinant of health. Affordable housing provides an important foundation for people to improve their health and wellbeing and more fully participate in the local community.
  - 1.4.3 A more productive local economy and efficient labour markets, where key workers in essential industries can live near their workplaces. This enables better job-matching from a local labour pool, improved key worker retention, reduced commuting, and reduction in housing costs for key workers enabling more household income to be directed into productive areas of the local economy.
  - 1.4.4 A well planned and liveable city with the right mix of essential infrastructure that includes high quality and well-located affordable

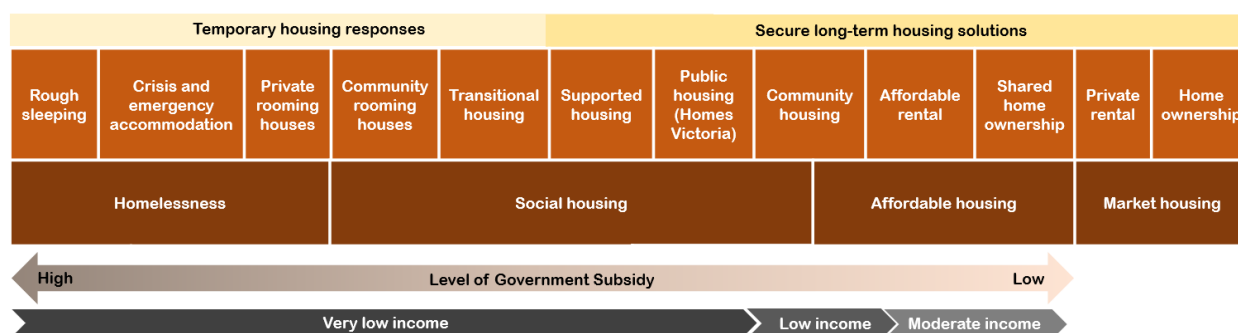
housing. This contributes to better neighbourhoods, more inclusive communities, and enhances liveability for everyone.

- 1.4.5 Greater housing choice to meet the needs of a growing and changing population, supporting residents through all life stages. Affordable housing helps to retain young adults, families and older residents in their community, strengthening community connections and preventing displacement that can contribute to cycles of housing insecurity and homelessness.
- 1.5 This policy acknowledges that the primary responsibility for the supply of affordable housing is with State and Federal Government (**see Roles and Responsibilities**), and that there are many forces and institutions driving housing affordability outcomes that are beyond the direct remit or influence of Council. However, as with other forms of essential infrastructure, the provision of affordable housing requires collaboration across all three tiers of government and those involved in the land development process.
- 1.6 Local government can play a constructive role in facilitating and guiding the supply of affordable housing that is within its legislative powers, without unduly diverting Council resources from other much needed services, and without the requirement to take on a direct provider role. This policy sets out Council's three key roles in facilitating and guiding an increased supply of affordable housing within Frankston City – supply enabler, advocate and partner (**see Policy**).
- 1.7 This policy responds to the urgent and growing need for more affordable housing in Frankston City, recognising that safe, secure and affordable homes are a fundamental human need and essential for a thriving community. Currently, the demand for affordable housing significantly exceeds supply, with an estimated shortfall of more than 6,000 affordable homes (the need for housing assistance represents 14% of all households). As a result of this shortfall, many households are living in rental stress and struggling to afford other essential living costs – like food, healthcare and education – increasing the risk of homelessness. This housing pressure is being felt most by very low- and low-income households, deepening inequality and undermining Frankston City's long-term social and economic resilience. Without coordinated action to attract greater government investment and facilitate local development of affordable housing, the shortfall is projected to exceed over 8,000 homes by 2036 (SGS Economics & Planning). As our population continues to grow, so too will the unmet demand for affordable housing, making this an immediate and ongoing priority for Frankston City.
- 1.8 Whereas a diverse mix of accessible and inclusive affordable housing is needed, this policy recognises that within Frankston City the greatest affordable housing need is for:

- 1.8.1 Smaller households (one- and two-bedroom dwellings), single-income households (e.g. singles, one parent families) and couples without children.
- 1.8.2 Very low-income households in need of social housing.
- 1.8.3 Key workers who live in households with moderate incomes or below to be well located for employment.
- 1.8.4 Those population cohorts most in need of housing assistance and being disproportionately impacted by the affordable housing shortfall, including older singles, women over the age of 50 years, women escaping family violence, young people, Aboriginal or Torres Strait Islander peoples, people with disability, low-income renters and people experiencing homelessness.
- 1.8.5 An ageing population.
- 1.9 This policy acknowledges that gendered experiences of economic insecurity, superannuation gaps and family violence impact women's access to safe, secure and affordable housing. Evidence shows that in Frankston City, women experience greater than state average rates of family violence, have more caregiving responsibilities than men, are more likely to be in a one parent household, earn lower individual incomes than men, are more likely to work part-time, and our key worker industries and occupations have much greater female representation. These barriers can require targeted supports and housing models to ensure fair access to affordable housing.

## 2. Scope

- 2.1 This policy relates to affordable housing, as defined by the Victorian Government (**see Definitions**).
- 2.2 While this policy recognises that housing exists along a continuum (see Figure 1), where the level of assistance or subsidy required is highest at one end of the continuum and progressively decreases to the other end, the scope of this policy relates to facilitating and guiding an increase in the supply of those affordable housing options (including social housing as a subset of affordable housing) that provide secure long-term housing solutions. It also principally focuses on activity where local government can play a constructive role and has the most influence, noting that Council's powers to increase housing supply across the whole continuum is limited and set by the Victorian Government's *Planning and Environment Act 1987*, *Local Government Act 2020* and the Victorian Planning Scheme.

**Figure 1: Housing continuum**

### 3. Governance Principles and Council Plan Alignment

#### Governance Principles

- 3.1 Principle (a) Council decisions are to be made and actions taken in accordance with the relevant law;
- 3.2 Principle (b) priority is to be given to achieving the best outcomes for the municipal community, including future generations;
- 3.3 Principle (c) the economic, social and environmental sustainability of the municipal district, including mitigation and planning for climate change risks, is to be promoted;
- 3.4 Principle (d) the municipal community is to be engaged in strategic planning and strategic decision making;
- 3.5 Principle (e) innovation and continuous improvement is to be pursued;
- 3.6 Principle (f) collaboration with other Councils and Governments and statutory bodies is to be sought;
- 3.7 Principle (g) the ongoing financial viability of the Council is to be ensured;
- 3.8 Principle (h) regional, state and national plans and policies are to be taken into account in strategic planning and decision making;
- 3.9 Principle (i) the transparency of Council decisions, actions and information is to be ensured.

#### Council Plan Alignment

- 3.10 Outcome 1: Healthy and Inclusive Communities – Improve community health, safety and wellbeing by reducing harm and promoting healthy lifestyles. Strengthen resilience, inclusiveness and enrich culture and diversity.

- 3.11 **Outcome 3: Connected Places and Economy – Enhance liveability by improving access to and revitalising Frankston City’s places and spaces. Foster a thriving economy by creating jobs and opportunities to build a skilled and educated community that supports sustainable and diverse industries.**

## 4. Definitions

- 4.1 **Affordable housing:** Under the *Planning and Environment Act 1987*, affordable housing is a broad term describing housing (including social housing) that is appropriate to the needs of a range of very low, low, and moderate-income households and is priced (whether bought or rented) so these households can meet their other essential living costs. The income ranges for these households are set by the Victorian Government and reviewed annually to reflect median household income.
- 4.2 **Affordable rental housing:** Affordable rental housing is aimed towards low to moderate income households and provides rental homes at least 10 per cent below the market rental cost with fixed term leases to give renters time to save for a house deposit or move back into a private rental. Affordable rental housing is managed by a range of providers, including registered community housing organisations, charities and real estate agencies.
- 4.3 **Annual income ranges:** Under the *Planning and Environment Act 1987*, the Victorian Government specifies the income ranges for metropolitan Melbourne for affordable housing that is not social housing. These income ranges are published annually.
- 4.4 **Community housing:** Housing that is owned and/or managed by community housing organisation, which are mission-driven, not-for-profit organisations that own, develop, or maintain rental housing for people on low incomes. These organisations specialise in delivering both social and affordable housing, tailored to a diverse range of tenants. Community housing typically offers long-term rental options with subsidised rents, usually capped at no more than 30 per cent of a household’s income. The community housing sector often partners with government to deliver housing for people who need support. Some providers focus on specific groups, like Aboriginal and Torres Strait Islander peoples, people with disability, women, and older people. The capacity of community housing organisations to develop, own and manage housing varies across the sector.
- 4.5 **Homelessness:** The Australian Bureau of Statistics (ABS) definition for homelessness is when a person does not have suitable accommodation alternatives, they are considered homeless if their current living arrangement: a) is in a dwelling that is inadequate; b) has no tenure, or if their initial tenure is short and non-extendable, or; c) does not allow them to have control of, and

access to space for social relations. People living in boarding houses (defined as commercial accommodation usually not self-contained but with private rooms) is counted as a homelessness operational group.

- 4.6 **Housing stress:** A household is typically described as being in housing stress if it is paying more than 30% of its gross household income in housing costs. As higher income households can spend a higher proportion of their income on housing without experiencing stress, a ratio of 30/40 is often used as a benchmark—that is, if households that fall in the bottom 40% by income spend more than 30% of their gross household income on housing, they are defined as being in housing stress. This policy focuses on households who are experiencing rental stress.
- 4.7 **Key workers:** Individuals who perform services that are critical to the functioning of society and need to be physically present on a work site. These include services that provide living essentials (e.g. food and fuel distribution) and maintain the public health and safety as well as those who service the most basic needs of the community (e.g. education, community care, retail and infrastructure maintenance). This policy focuses on key workers whose household earn very low, low, or moderate incomes.
- 4.8 **Key worker housing:** This policy uses the definition of key worker housing adopted by City of Melbourne, as affordable rental housing that is appropriate for people who within Frankston City, are required to be physically present to perform their work, and whose household earns very low, low or moderate incomes. The housing must be owned, or managed or allocated and monitored by a Registered Housing Agency or a registered charity to the satisfaction of Council.
- 4.9 **Registered community housing organisation:** A registered community housing organisation is a not-for-profit entity formally registered under the *Housing Act 1983* and regulated by the Victorian Government. To gain registration, an organisation must meet defined eligibility criteria and demonstrate compliance with performance standards. Registration allows these organisations to access government funding and participate in programs like the Victorian Housing Register.
- 4.10 **Rental Stress:** The ABS defines rental stress as rental housing that costs more than 30% of the gross household income for those households whose equivalised disposable income falls within the bottom 40% of Australia's income distribution.
- 4.11 **Section 173 Agreement:** A Section 173 Agreement is a legal contract made between Council and a landowner under Section 173 of the *Planning and Environment Act 1987*. This enables Council, as a responsible authority, to negotiate an agreement with a landowner to set out conditions or restrictions on the use or development of the land, or to achieve other planning objectives in relation to the land. These agreements are voluntary in nature, and council cannot force a landowner to enter into an agreement.



- 4.12 **Social housing:** Social housing is a subset of affordable housing and is for people on very low to low incomes who need housing, especially those who have recently experienced homelessness, family violence or have other special needs. It is made up of two types of housing, public housing (owned and managed by Homes Victoria) and community housing (owned and/or managed by community housing providers). Social housing includes both subsidised short and long-term rental housing and calculated at no more than 30 per cent of the household's income to ensure that households pay an affordable rent. Social housing is accessed through the Victorian Housing Register.
- 4.13 **Tenure blind:** The notion that affordable housing should not be able to be readily differentiated through either their appearance, quality or amenity and should have equal access to all communal and indoor spaces.
- 4.14 **Victorian Housing Register:** The centralised application system for affordable housing in Victoria, encompassing both public and community housing. It streamlines the application process, allowing individuals to apply once to be considered for a range of affordable housing options. The register has two categories: *Priority access* for people with urgent housing needs; and *Register of interest* for those seeking affordable housing without priority access needs. The register is managed by the Department of Families, Fairness and Housing and is governed by the *Housing Act 1983*.

## 5. Policy

### Council's policy framework

- 5.1 Council's policy framework will focus on the following three key roles within Council's realm of influence to facilitate and guide an increased supply of affordable housing on public and private land within Frankston City:
- 5.1.1 **Council as a supply enabler:** Council will use its statutory role as the responsible authority for the local planning scheme to pursue opportunities that enable housing supply, accommodate a growing and changing population, respond to community needs, and support a healthy housing market.
- 5.1.2 **Council as an advocate:** Council will advocate for continued investment in Frankston City by ensuring that the community's affordable housing needs are understood and considered by the State and Federal Governments, as well as those involved in the land development process. Council will also advocate for regulatory reforms that better enable the supply of affordable housing.



- 5.1.3 **Council as a partner:** Council will actively explore opportunities to invest in partnerships that help facilitate an increased supply of affordable housing, where appropriate.

### Council as a supply enabler

- 5.2 Council amends the Frankston Planning Scheme to align with the overall vision and policy objectives for affordable housing set out by this policy and refer to this policy as a background document at any clause that includes policy regarding affordable housing.
- 5.3 Council reviews the Frankston Planning Scheme every four years, within 12 months of the Council Plan being adopted, to ensure that the Scheme:
- 5.3.1 Contains contemporary information regarding changing demographics and the diverse housing needs of the Frankston City community.
  - 5.3.2 Responds to the community's long-term vision for residential use and development in the municipality.
  - 5.3.3 Reflects and complies with changes to state and local legislation and policy.
- 5.4 Council pursues internal process improvements to ensure residential planning permit applications are assessed efficiently and in accordance with Section 197 of the *Planning and Environment Act 1987*.
- 5.5 Council ensures that strategic planning and policy documents relating to residential use and development across the municipality (such as the Housing Strategy, Structure Plans, Development Plans, etc.) respond to the diverse housing needs of current and future residents. These documents will also consider opportunities to increase the supply of affordable housing, by providing:
- 5.5.1 An assessment of the diverse housing needs of current and future communities, taking into consideration current housing supply, forecast population growth and changes in the local demographic profile.
  - 5.5.2 An assessment of the availability and suitability of land and sites for housing to meet housing needs, including preferred locations for affordable housing, such as locations with good access to services, employment, and public transport.
  - 5.5.3 Clear, simple and strategically justified policies and development guidelines that support the delivery of preferred housing outcomes.

- 5.6 Council reviews policies and strategies relevant to Council-owned property to ensure they acknowledge affordable housing as essential infrastructure that supports sustainable communities. Where appropriate, Council will give due consideration to affordable housing when assessing surplus Council-owned assets, including the sale for disposal of surplus Council-owned land.
- 5.7 Council supports the alignment of planning for housing growth – including affordable housing – with community infrastructure, transport, and open space planning. This ensures that as communities grow and change, all residents will have access to the services, infrastructure, and open space they need to live and age well. This approach recognises that well-planned infrastructure is essential for supporting affordable housing growth in areas with good access to services, jobs, and public transport, while also enhancing long-term liveability, accessibility, and inclusion—especially for older residents and people with diverse needs.
- 5.8 Council engages with relevant government agencies and explores appropriate funding opportunities to support a pipeline of development-ready land in Frankston City. This may include addressing infrastructure constraints and when appropriate the identification of possible strategic sites that could help expand the local housing supply.
- 5.9 Through the Housing Strategy and FMAC Structure Plan, Council acknowledges that infill development within established urban areas is a key strategy for supporting housing growth, increasing housing diversity, and contributing to a healthier housing market. Council is committed to facilitating well-located and appropriate infill development, with the aim of improving overall housing affordability by increasing supply and making more efficient use of existing residential land and infrastructure in well-connected areas.
- 5.10 Council encourages a range of affordable housing delivery models to meet the needs of different income groups along the housing continuum. This includes affordable purchase, build-to-rent, rent-to-buy, affordable housing suitable for older people/retirement living, and social housing. Council's preference is that affordable housing is managed by registered community housing organisations.
- 5.11 Council builds the knowledge and capacity of staff across Council in affordable housing by working with registered community housing organisations, peak bodies and other stakeholders active in researching, building and operating affordable housing. This includes building an understanding of the housing needs for population cohorts most in need of affordable housing.

- 5.12 Council engages with landowners and developers to encourage and incentivise the construction of new high quality affordable housing within Frankston City that is aligned with Council's strategic planning principles and meets the municipality's essential infrastructure needs, by:
  - 5.12.1 Implementing Council's proposed Development Activation Program with the intention of accelerating an increase in housing supply within the Frankston Metropolitan Activity Centre (FMAC), which includes encouraging the provision of affordable housing that is managed by a registered community housing organisation.
  - 5.12.2 Considering the need for affordable housing as essential infrastructure when making decisions pertaining to the development of residential and mixed-use developments on public land.
- 5.13 Council is guided by the following considerations when making decisions pertaining to the location and feasibility of affordable housing:
  - 5.13.1 The housing is managed by a registered community housing organisation, includes an eligibility and allocation process, and provides homes for tenants via the Victorian Housing Register.
  - 5.13.2 The rent or purchase price is affordable relative to household income, enabling residents to meet other essential living costs (generally not exceeding 30% of a household's income).
  - 5.13.3 The housing is well-located throughout the municipality, close to services, jobs, and public transport. Priority is given to developments that are connected to, or co-located with, a range of support services – such as healthcare, education, employment and community programs – to provide holistic support for residents and promote long-term housing stability.
  - 5.13.4 The housing is of high quality, fit-for-purpose and aligned with Council's strategic planning frameworks, Environmental Sustainability principles, and the requirements of the Better Apartment Design Standards and Liveable Housing Design Guidelines, including universal design standards. Negotiations must not reduce the form or quality of the housing to an unacceptable level.
  - 5.13.5 The housing is well-integrated with character and amenity of an area, with affordable housing developments being tenure blind and looking no different from the other dwellings in that development or area to support the safety, wellbeing and social inclusion of its tenants.

- 5.13.6 The housing is well-managed and maintained to ensure a safe, supportive and cohesive community, and to reduce the stigma associated with social and affordable housing developments.
- 5.13.7 The development delivers a satisfactory level of longevity in its affordable housing outcome, ensuring long-term benefit to the community.
- 5.13.8 The housing meets the specific affordable housing needs of the local area.
- 5.14 Council will regulate and enforce planning, building and health requirements outlined in State Government legislation with regard to rooming houses, ensuring reasonable standards of hygiene, sanitation and maintenance.

### Council as an advocate

- 5.15 Council engages in community education and awareness raising activities to increase understanding of the importance of affordable housing, reduce stigma and build support for new residential developments, by clearly communicating:
  - 5.15.1 Affordable housing is essential infrastructure that provides the foundation for an inclusive, thriving community and productive local economy.
  - 5.15.2 The scale of the housing challenge and the affordable housing need within the municipality.
  - 5.15.3 The broad social and economic benefits of increasing the supply of affordable housing, supported by real-world case studies showcasing successful projects.
  - 5.15.4 Affordable housing is a shared responsibility and the role of local government enabling affordable housing outcomes.
- 5.16 Council partners with stakeholders to deliver effective and targeted advocacy for increased investment to address Frankston City's unmet affordable housing need, including the State and Federal Governments.
- 5.17 Council shares information, data analysis and best practice with the Victorian Government, developers and landowners, registered housing organisations and other councils to strengthen the shared understanding of housing needs in the Frankston City community and advocate for housing growth.
- 5.18 Council advocates to the Victorian Government for the introduction of state-wide mechanisms within the Victorian Planning Policy Framework (such as a mandatory inclusionary provision and direct government investment) to make it easier for

local councils to facilitate fair and reasonable contributions from the development sector towards the provision of affordable housing. Council also seeks clear, consistent accompanying guidance to support the implementation of a transparent and uniform process across all Victorian Planning Schemes.

- 5.19 Council advocates to the Victorian Government to ensure that significant state-led and urban renewal projects in Frankston City and the surrounding region include a meaningful contribution of affordable housing, recognising it as essential infrastructure needed to support sustainable and inclusive communities.
- 5.20 Council advocates to the Victorian Government for the sensitive redevelopment and renewal of existing state-owned public housing sites within the Frankston City municipality to improve housing quality, increase the yield and mix of affordable housing dwellings, and meet current and future community needs, while ensuring the rights, stability and wellbeing of existing tenants are respected and protected throughout the process.
- 5.21 Council advocates to the Victorian Government to identify surplus public land assets that may be appropriately redeveloped for the purpose of delivering affordable housing, particularly public land located with good access to services, employment and public transport.
- 5.22 Council advocates for its development outcomes preferences for private residential development and projects led or funded by the Victorian Government. For example:
  - 5.22.1 Provision of a mix of affordable housing dwellings (dwellings type, size, subsidy arrangement, universal design etc.) that responds to identified local needs.
  - 5.22.2 Integration of affordable housing dwellings with private market dwellings and that are tenure blind.
  - 5.22.3 Connectivity to surrounding services, jobs and public and active transport networks.
  - 5.22.4 Response to neighbourhood character and amenity.
  - 5.22.5 Response to Council's Environmentally Sustainable Design (ESD) principles and universal design standards set out in the Liveable Housing Design Guidelines.
  - 5.22.6 Alignment with Council-adopted strategic planning frameworks and urban design principles.

- 5.23 Council advocates to the Victorian Government for increased and sustained investment into the provision of crisis accommodation, Housing First programs, and specialist homelessness services within Frankston City. This funding is essential to ensure that people experiencing homelessness have access to immediate support, wraparound services and a clear pathway into long-term secure affordable housing.
- 5.24 Council recognises and supports the Victorian Aboriginal Housing and Homelessness Framework, *Mana-na worn-tyeen marr-tookort*, and the forthcoming *National Housing and Homelessness Plan* as key guiding documents for advocacy and strategic action. The Victorian Aboriginal Housing and Homelessness Framework identifies the critical need for an additional 27,000 Aboriginal social housing units by 2036 to ensure every Aboriginal person has a home. Council advocates for the full implementation and funding of this Framework by the Victorian Government and will be guided by its principles in local efforts to advocate for homelessness prevention and improved access to affordable and accessible housing in Frankston City.
- 5.25 Council recognises that the private rental market in Frankston City plays a critical role in housing low to moderate income households, including key workers, students, single-parent households and older renters. Reforming the private rental market is essential for reducing rental stress and preventing homelessness and improving access to safe, secure and affordable housing. Council advocates to the Victorian Government for reforms and increased funding to improve renter security, affordability and access.
- 5.26 Council advocates for better access to safe, secure, accessible and affordable housing for people with disabilities. This includes stronger safeguards and supports for NDIS participants in Supported Independent Living, and a comprehensive review of the planning and regulatory frameworks governing Community Care and Supported Community Accommodation. Council also supports the inclusion of universal design standards in new residential developments as part of the broader reforms to the Victorian *Planning & Environment Act 1987*.

### Council as a partner

- 5.27 Council engages with registered community housing organisations, developers and landowners, not-for-profit developers, retirement village operators, service providers and other key stakeholders. This engagement aims to build relationships, broker partnerships, and support funding applications that help to

increase the supply of affordable housing and improve support for households living in affordable housing.

- 5.28 When identifying Council-owned land that is surplus to Council requirements (vacant or underutilised) that may be suitable for redevelopment or disposal, Council will consider its purpose for increasing the supply of affordable housing, taking into consideration:
  - 5.28.1 The location of the site, including whether the site has (or will have) good access to services, employment and public and active transport networks.
  - 5.28.2 The community benefit which can be derived from the site in terms of yield of affordable housing dwellings.
  - 5.28.4 The opportunity cost of developing the site for affordable housing as opposed to use of the site for other community purposes.
- 5.29 Council prioritises partnerships with developers and non-profit organisations that specialise in affordable housing and demonstrate:
  - 5.29.1 A long-term commitment to providing affordable housing within Frankston City.
  - 5.29.2 A proven track record of providing and managing housing for very low, low and moderate- income households.
  - 5.29.3 The ability to secure ongoing funding.
  - 5.29.4 Good governance.
- 5.30 Council collaborates with major employers and business representative groups in Frankston City to identify opportunities to advocate for solutions to support very low, low and moderate income key workers experiencing rental stress.
- 5.31 Council to actively participate in alliances, collective impact projects and inter-council forums and work with peak bodies to collectively contribute towards addressing unmet needs for affordable within Frankston City and the south-east region. This includes the Strategic Housing and Homelessness Alliance, Frankston Zero, Regional Local Government Homelessness and Social Housing Charter Group, Municipal Association of Victoria (MAV), Victorian Local Government Association (VLGA), Property Council of Australia and Urban Development Institute of Australia.



## 6. Roles and responsibilities

### Roles and responsibilities for affordable housing

- 6.1 This policy recognises the funding, investment, management, and policy context for affordable housing is primarily the responsibility of the Federal and State Governments and those involved in the land development process, and that local government has a facilitation role by enabling housing supply through the local land use planning system, advocacy and partnerships.
- 6.2 The Australian Government assists with poverty mitigation and is responsible for funding homelessness services, funding the states and territories to improve access to affordable housing, providing low-cost financing for social housing projects and the provision of individual support and Commonwealth Rent Assistance.
- 6.3 In Victoria, the State Government is responsible for overseeing the public housing system and funds and regulates registered community housing organisations to manage community housing (which together comprise social housing). It is also responsible for administering funding for specialist homelessness services to support people experiencing or at risk of homelessness to find housing and access necessary assistance.
- 6.4 The community housing sector (not-for-profit) and private development sector both play important roles in partnering to deliver and manage affordable housing. Community housing providers are mission-driven, not-for-profit organisations focused on delivering and managing long-term and secure affordable housing. Their role is regulated and often supported by government grants, subsidies, and land contributions. In contrast, the private development sector is profit-driven and usually involved only in the short-term – selling or leases dwellings after construction. It usually delivers affordable housing outcomes when required by planning conditions or incentivised through government programs.
- 6.5 The *Planning and Environment Act 1987* provides local councils with a means of facilitating affordable housing through the local land development process. It is important to note that the Act enables this a voluntary process and so the contribution of affordable housing requires agreement from developers and landowners who are seeking to obtain a planning scheme amendment or planning permit.
- 6.6 The *Local Government Act 2020* guides local councils in any role they adopt for affordable housing, and places statutory obligations on councils: to demonstrate good governance for the benefit and wellbeing of the community in making

decisions about Council's role pertaining to affordable housing (S8); permits council to participate in a beneficial enterprise such as joint venture (S110); and stipulated requirements for making decisions on the sale or exchange of land (S114) or lease of land (S115).

### **Roles and responsibilities in implementing this policy**

6.7 Council's accountability and responsibility for the policy are outlined below:

- 6.7.1 Councillors are responsible for adopting this policy and providing leadership for the policy's objectives and community benefit.
- 6.7.2 The Chief Executive Officer and Executive Management Team have overall responsibility for compliance with this policy.
- 6.7.3 Manager City Futures is responsible for ensuring that councillors, managers and coordinators, contractors and volunteers are informed of this policy; will be responsible for developing procedures to achieve compliance with this policy; and be responsible for the review of this policy.
- 6.7.4 Managers and Coordinators within Council are responsible for ensuring all Council Officers consider this policy in all planning activities and decision-making processes pertaining to affordable housing. They are also responsible for supporting staff in seeking further knowledge and training in affordable housing issues where there is value in sharing of knowledge within the organisation and community.

## **7. Policy non-compliance**

- 7.1 Non-compliance with this policy has the potential to limit the opportunity for Council to play a constructive role in guiding and facilitating an increase in affordable housing supply within Frankston City, resulting in poorer outcomes for the community through unmet need for affordable housing.

## **8. Related documents**

### **Legislation and planning policy**

- 8.1 This policy has been developed in accordance with the Council's statutory responsibilities and the regulatory environment stipulated through the following legislation:

8.1.1 *Planning and Environment Act 1987*

8.1.2 *Local Government Act 2020*

8.1.3 *Housing Act 1983*

8.1.4 Victorian Planning Provisions

8.1.5 *Plan Melbourne 2017-2050*

### Strategic documents

8.2 This policy has been developed in line and with consideration to the following policies, strategies and plans:

8.2.1 Frankston City Municipal Planning Strategy

8.2.2 Frankston Local Planning Scheme and Local Planning Policy Framework

8.2.3 Frankston City Community Vision 2040

8.2.4 Frankston City Council and Wellbeing Plan 2025-29

8.2.5 Frankston City Housing Strategy (in development)

8.2.6 Frankston Metropolitan Activity Centre Structure Plan (adopted 2023)

8.2.7 Frankston City Economic Development Strategy (adopted 2024)

8.2.8 Frankston City Property Strategy (adopted 2021)

8.2.9 Safer Communities Strategy (adopted 2023)

### Informing documents

8.3 This policy has been informed by the following guiding documents:

8.3.1 Affordable Housing Technical Report and Background Analysis, SGS Economics and Planning

8.3.2 Frankston City Housing Strategy Discussion Paper 2023

## 9. Implementation of the Policy

9.1 This policy applies to all Council planning, decision making and advocacy pertaining to affordable housing in Frankston City, and is to be considered when:

9.1.1 Preparing policies, strategies and plans linked with land use planning and affordable housing supply.

- 9.1.2 Considering planning permit applications.
- 9.1.3 Undertaking land use planning functions such as rezoning land for residential development or structure planning.
- 9.1.4 Entering into agreements with the Federal Government, State Government, government agencies such as Homes Victoria, developers, landowners or registered community housing organisations.
- 9.1.5 Preparing funding and/or grant applications.
- 9.1.6 Considering the development or disposal of Council-owned land.
- 9.1.7 Building relationships with the private development and community housing sectors.
- 9.1.8 Engaging with the community on residential development.
- 9.2 This Policy will be implemented in conjunction with the other Related Documents, and be guided by availability of resources, current priorities and any emerging issues or opportunities. Where additional resources are required to implement this policy, these will be subject to Council's annual budget processes and/or external funding opportunities.
- 9.3 This policy will be reviewed every four years, or sooner if required by legislation or organisational changes.