



# Greater Shepparton Affordable Housing Projects

**Review and Advice June 2022**

# Context

## Purpose

Affordable Development Outcomes was engaged by Greater Shepparton Council ('Council') to review and comment on Council's Affordable Housing Strategy ('the Strategy') objectives and framework for Affordable Housing delivery; provide an update on Affordable Housing demand in Shepparton; and provide an informed response to key community concerns.

The advice draws on Affordable Development Outcome's work developing the Strategy which was adopted by Council in April 2020.

## Affordable Housing Overview

Affordable Housing is housing that is appropriate for the housing needs of very low, low or moderate income households who face homelessness, housing stress and disadvantage in the private market.

Affordable Housing is required for a range of households and is part of a healthy and diverse housing spectrum.

The primary type of Affordable Housing is Social Housing, which is housing owned and managed by the State Government or not-for-profit housing organisations, including Indigenous housing agencies. Registered Housing Agencies are not-for-profit organisations and have a clear social purpose and are regulated by the government.

Delivery of Affordable Housing depends on the availability of affordable land, supportive planning processes, funding and financing, and qualified and regulated tenancy management (Figure 1). There are three primary ways in which Affordable Housing is delivered:

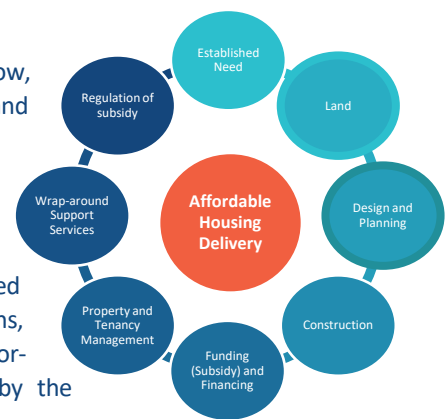


Figure 1: Affordable Housing Delivery requirements

Delivery Model	Key Inputs
Re-development of public or community housing owned land by the State Government or a Housing Agency.	<ul style="list-style-type: none"> <li>State Government or Housing Agency owned land</li> <li>State Government grant</li> <li>Housing Agency debt financing</li> </ul>
State Government or Housing Agency purchase of land to develop or completed dwellings from a private developer/builder.	<ul style="list-style-type: none"> <li>Developer owner land sold to government or agency</li> <li>Developer discount</li> <li>State Government grant</li> <li>Housing Agency debt financing</li> </ul>
Development of Council owned land or land provided by a charity group (i.e. church) by a Housing Agency	<ul style="list-style-type: none"> <li>Council or charity owned land</li> <li>State Government grant</li> <li>Housing agency debt finance</li> </ul>

## Funding Affordable Housing Delivery in Shepparton - Big Housing Build

Council's Strategy recognises the importance of government funding to realising Affordable Housing and established a Council action to advocate for Federal and State investment.

In late 2020 the Victorian Government announced the Big Housing Build (BHB) initiative comprising \$5.3 billion in funding with 25% allocated to regional Victoria. The State has committed a BHB Minimum Investment Guarantee for Greater Shepparton of \$45 million, expected to support approximately 150 Social Housing dwellings. Only part of the cost is met from the funding with Housing Agencies expected to bring land and/or debt financing to provide value for investment.

The State Government has expressed strong support for housing agency proposals that involve Council-provided land.



## Greater Shepparton Affordable Housing Strategy

Greater Shepparton Affordable Housing Strategy: *Houses for People 2020* was developed following extensive research and consultation and established Council vision that “All members of the Greater Shepparton community have access to safe, affordable and appropriate housing”,

The Strategy emphasises:

- Housing is a fundamental human need. Addressing homelessness and housing stress requires a HousingFirst approach – supporting people into long-term and stable housing as a priority;
- Housing stress and homelessness is a significant social and economic issue in Greater Shepparton, with high demand and associated impacts including family violence, education, poverty, etc;
- Affordable Housing delivery is situated as part of a broader set of policy objectives and challenges including housing supply, diversity, CBD activation, and community health and wellbeing;
- Priority households include women, Aboriginal and Torres Strait Islanders, older and younger people, people with a disability and single persons with a priority for one and two bedroom dwellings; and
- A need for range of inputs, funding and partnerships, particularly government funding to address demand.



The Strategy identified the following significant unmet demand for Social Housing in Shepparton as at June 2019:



Figure 2: Social Housing unmet demand as at 2019

The Strategy establishes four key Council objectives:

1. Increase crisis and specialised housing responses to support vulnerable households.
2. Increase Social Housing stock.
3. Increase diversity of housing choice, including ‘alternative’ housing and lifestyle typologies.
4. Increase diversity of dwelling size, beginning with one and two bedroom dwellings.

The Strategy recognises Council has a limited but important role in Affordable Housing delivery and highlights Council role will focus on leadership and advocacy; land-used planner, delivery of associated infrastructure; and facilitator of social and economic outcomes.

In endorsing the Strategy Council committed to a range of actions including:

- Collaborate to develop ‘shovel-ready’ proposals to strengthen the likelihood of government investment;
- Ensure the efficient use of underutilised assets for Affordable Housing purposes, especially Council or government-owned land and buildings;
- Advocate for Federal and State investment.



## Framework for Assessing Proposed Affordable Housing developments

The Strategy established an important framework intended to guide land-use planning for Affordable Housing in Shepparton. The criterion set out in the framework aligns to the *Planning and Environment Act 1987* Affordable Housing definition and list of matters that must be considered by a Council when assessing a proposal for Affordable Housing. An extract of key aspects of this framework is outlined below.

Of note, in relation to community concerns raised in relation to the two proposals, the framework identifies:

- A priority for Affordable Housing delivery to occur in Shepparton and Mooroopna, on government owned land (Federal, State and Local Government);
- A priority for Affordable Housing to be delivered as one and two bedroom dwellings;
- A preference that community (social) housing is integrated, with an objective that Community Housing is not concentrated in any one single location *“unless supported by a Registered Housing Agency”* reflecting Agencies have to manage the resulting tenancies; and
- Acknowledgement that *“clustering of Affordable Housing dwellings may be appropriate in some circumstances due to proximity to transport and/or availability of land or sites or government redevelopment or investment strategy.”*

Criteria	Strategy Response and Framework for Action (Condensed Version May 2022)
<b>Location</b>	<ul style="list-style-type: none"> <li>• Shepparton and Mooroopna are priority locations for Affordable Housing due to their convenient access to services and amenities.</li> <li>• Other locations in the municipality, including smaller towns and growth areas, may also be suitable for Affordable Housing provision, particularly if there is government owned land available for development. Where possible Affordable Housing should be located close to transport and services.</li> <li>• Government owned land is a priority for Affordable Housing reflecting the opportunity for government leadership and action.</li> <li>• Locations within the municipality that are identified as being suitable for growth and for more diverse and particularly smaller dwellings, reflecting the need for more one and two-bedroom dwellings.</li> </ul>
<b>Type</b>	<ul style="list-style-type: none"> <li>• One and two-bedroom dwellings are the priority built-form. The need for increased 5+bedroom dwellings may be considered on a case-by- case basis.</li> <li>• Affordable Housing should be built to reflect market standards and measures, with consideration to long-term affordability features balanced against upfront costs.</li> </ul>
<b>Tenure</b>	<ul style="list-style-type: none"> <li>• Both affordable rental and ownership tenures are required, with emphasis on Social Housing and Affordable Rental Housing for lower income households.</li> </ul>
<b>Allocation</b>	<ul style="list-style-type: none"> <li>• Process of ensuring any dwellings delivered as Affordable Housing are allocated to households that meet <i>Planning and Environment Act 1987</i> Affordable Housing income bands or Social Housing income eligibility is required.</li> <li>• Priority households for Affordable Housing include single people, ATSI households, women, older people, people with a disability and/or younger people.</li> </ul>
<b>Longevity of outcome</b>	<ul style="list-style-type: none"> <li>• Affordable Housing should be intended for long-term use or the value re-invested should the dwelling be sold.</li> <li>• Affordable Housing should be of sufficient quality to provide positive contribution to the public realm throughout its expected lifespan of 30+ years.</li> </ul>
<b>Integration</b>	<ul style="list-style-type: none"> <li>• Affordable Housing should not look externally different from market housing and should be equal in design quality and standards.</li> <li>• Integration of Community Housing built form across a site is prioritised, with an objective that Community Housing is not concentrated in any one single location unless supported by a Registered Housing Agency.</li> <li>• Clustering of Affordable Housing dwellings may be appropriate in some circumstances due to proximity to transport and/or availability of land or sites or government redevelopment or investment strategy.</li> </ul>



## Context and Changes since Strategy approval

Since the Strategy was developed Victorians have faced significant economic and social challenges that have strong linkages to the importance of housing affordability and housing security. There has also been significant public engagement and public attention on housing related issues.

Of note, since the Strategy was endorsed there has been:

- Covid-19 pandemic, reinforcing the importance of a safe and secure home for health and wellbeing with associated investment in providing short-term housing for people that were homeless;
- Declining housing affordability, increased housing stress, increased price of rentals and broader cost of living pressures;
- Royal Commissions into Family Violence and Mental Health emphasising the availability of affordable housing as a critical issue and priority if these issues are to be addressed;
- State Government investment in addressing homelessness and increasing Social Housing through the Homelessness to Home and the Big Housing Build initiatives;
- Federal election emphasis on housing affordability with the recently elected Labor Government committed to developing a National Housing Plan, funding 30,000 Social Housing and 10,000 Affordable Housing dwellings nationally and supporting 10,000 households to purchase a home per annum via a shared equity home ownership program;
- Increased engagement of Local Governments across Victoria in facilitating Affordable Housing through development of strategies, undertaking of planning negotiations and through direct support by providing land to registered housing agencies.

Updated analysis of key data since the Strategy was developed indicates that housing affordability has declined in Greater Shepparton since the Strategy was developed, with evidence showing:

- 40 per cent increase in the median housing price between 2010 to 2022 (Figure 2);
- 7 per cent decline in affordability of two-bedroom new private rental dwellings (2010 and 2022) (Figure 3);
- A 17 per cent increase in presentations to local homeless service over a 12 month period to 1,488 households in 2020-21. 66% clients were new to the service;<sup>1</sup> and
- An 80 per cent increase in households on the Social Housing waiting list (Victorian Housing Register) between December 2018 and June 2022 for the Goulburn (Shepparton) region (from 1,041 households to 1,674 households). 904 households are priorities for housing assistance;<sup>2</sup>

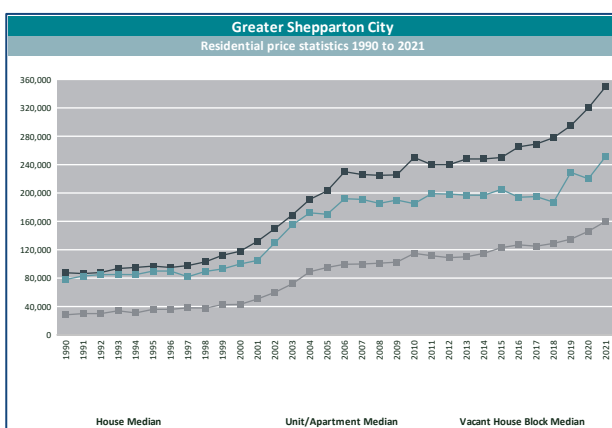


Figure 4: House, unit and residential land price change, Source: Source: Victorian Valuer General 2021

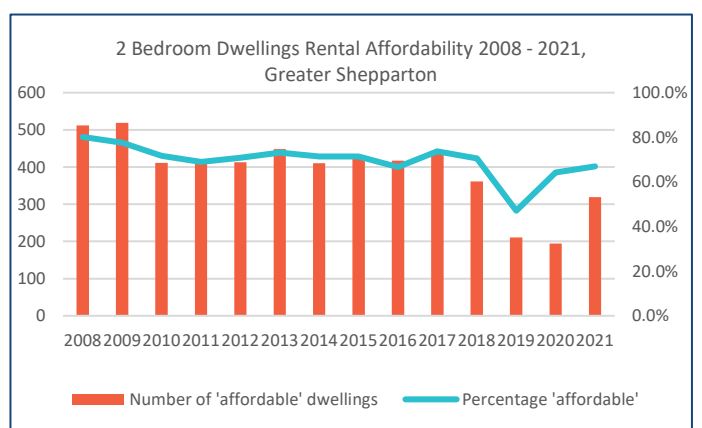


Figure 3: Change in availability of 2 Bedroom private rentals, Shepparton 2008 – 2021, Source: DHHS Rental Report, diagram by Affordable Development Outcomes

<sup>1</sup> BeyondHousing presentation to Greater Shepparton City Council (presenter 739)

<sup>2</sup>DFH (2022) Victorian Housing Register, June 2022. Comparison with June 2018 data published in the Council Strategy, <https://www.housing.vic.gov.au/victorian-housing-register>



In addition to the significant increase in demand, analysis undertaken in May 2022 indicates there has been a decline in Social Housing in Greater Shepparton as a percentage of all housing from 5.74 per cent in 2016 to an estimated 5.4 per cent in 2019, with the decline expected to continue to drop to approximately 4.59% in 2024 even assuming the two proposals proceed:



## Delivering Affordable Housing and Big Housing Build

Delivery of the Affordable Housing depends on:

- Access to affordable and appropriate land;
- Detailed design and planning approval;
- Government funding and low-cost financing.

The Big Housing Build aims to address part of the funding component. To receive funding a Housing Agency has to submit a detailed proposal and feasibility to the State Government under a defined funding round with applications competitively assessed.

The funding typically only covers up to 75 per cent of the total cost of the development. The Housing Agency needs to demonstrate value for the investment, experience in delivering and managing Social Housing and a financially sustainable model, for example, that includes allowance for maintenance over time.

Once funding is allocated a Housing Agency must deliver within agreed timeframes and no later than December 2025. Developments must meet a range of design, environmental and planning standards.

## Project Proposals

The Strategy committed Council to explore the application of underutilised and available Council land for Affordable Housing in recognition that the provision of affordable land is critical to delivery and that this was one area Council could make a considerable input- creating opportunities for government investment as well as achieving housing supply and diversity objectives.

Two projects have been proposed that require the application of Council land:

Address	Current Use	Proponent	Proposed # Affordable Housing
Maude/Nixon and Edward Streets Car Park	Car park zoned Activity Centre	Beyond Housing and Wintringham Housing	31 (subject to planning and design)
Part of 45 Parkside Drive	Vacant land zoned General Residential	Women's Housing Ltd	45 (subject to planning and design)



## Key Community Concerns

Public consultation on the question of whether Council should sell or gift the land resulted in a range of responses. Whilst there was general support for Social Housing expressed by many submitters, there was considerable number of concerns raised in relation to the location, use (tenancy groups), design and perceived concentration.

The responses are not uncommon when Social Housing is proposed and are suggested in part to reflect:

- Lack of general community engagement in a discussion about Affordable Housing delivery due to historic government underinvestment. Social Housing proposals have not been normalised in the community as part of every-day planning decisions;
- More active community engagement at the point proposals are made, rather than at strategic planning and policy development stages, for example when a Housing or Affordable Housing strategy is developed that sets objectives for an increase in Affordable Housing;
- Conflation of issues and concerns relating to design, planning etc rather than a focus on the question put to the community on whether Council should dispose of a land asset (or provide air rights);
- Limited community understanding about the process of funding and delivering Affordable Housing;
- Generally poor quality existing public housing reinforcing perceptions and stigma of this type of housing. This response does not reflect the new standards placed on community housing agencies;

It is important to note that vulnerable persons who might benefit the most from Social Housing do not generally self-nominate to participate in public consultations, with research demonstrating homeowners and older residents are over-represented in engagement on Social Housing proposals and are significantly more likely to oppose a Social Housing proposal relative to renters and younger people.<sup>3</sup>

### Parkside Drive proposal

The proposal is for Women's Housing Ltd (WHL) to purchase a 'super-lot' of land from Council to enable the development by a standard residential builder of 45 free-standing dwellings.

The development is subject to design, funding and planning approval.

Part of the estate is developed with the remaining land zoned suitable for residential housing and owned by Council. This land has some service connections / infrastructure in place, with key infrastructure in the southern part of the site

The review identified:

- The site was identified by WHL after extensive assessment of land availability and suitability in Shepparton which concluded there are very limited opportunities and no sites of this scale that met their requirements. Many sites were subject to easements, flood risk, or were not appropriately zoned;
- WHL require a minimum number of tenancies (40 – 50) in order to establish a presence in



Figure 5: Parkside Estate with vacant land in red and proposed land sale in purple (subject to sale, design, funding and planning)

<sup>3</sup> See for example community engagement report by City of Darebin (<https://yoursay.darebin.vic.gov.au/affordablehousingpreston>)



- Shepparton and put a local tenancy management team in place;
- WHL proposes to engage a market house-land builder to build the dwellings using standard market designs, fitting with the rest of the estate development;
  - WHL focus housing women including single-parent families, older and younger women, and women that have experienced or at risk of family violence;
  - WHL's experience indicates that supporting women with similar social experiences to live in proximity supports households to build community connections and supports, such as child-minding arrangements;
  - It is not possible to 'salt-n-pepper' the 45 lots across the estate as there is no clear plan or activation of the remaining estate development. There are also efficiencies and benefits in WHL developing a super lot;
  - Significant limitation on changing the proposal, for example, if other land in the estate could be developed to spread the dwellings across the estate, due to government funding program criteria and process;
  - Subject to funding, WHL propose to make a financial payment to Council for the land.

Key community concerns and Affordable Development Outcomes analysis is summarised below.

It is noted there was resident support for community housing but responses to the specific question on whether the land should be sold for this purpose was mixed with responses in relation to potential design, development outcomes and tenant cohorts.

Key Item	Analysis and Response
<b>Location suitability</b>	<ul style="list-style-type: none"> <li>• Site is within an existing residential area and is rezoned as suitable for housing with planning controls in place to guide development.</li> <li>• Land is available and has key infrastructure in place to enable site development to commence quickly.</li> <li>• Site is immediately adjacent to open space and recreational facilities, 600 m to community centre, under 800 m from childcare, 2 km to primary school and local shops, 5 km from CBD.</li> <li>• Bus stop immediately adjacent to the site.</li> </ul>
<b>Perceptions of Concentration</b>	<ul style="list-style-type: none"> <li>• Development will deliver a proposed 45 new dwellings located in the southern part of a 159 lot estate development (subject to planning approval).</li> <li>• As a percentage of all dwellings in the estate, the housing will represent 28% of dwellings. As a percentage of all dwellings in Greater Shepparton it is estimated the housing will comprise 0.16% of all housing at point of construction completion (estimated 2024/25).</li> <li>• There is no identified 'ideal' mix of public/private housing by State or in the Council strategy.</li> <li>• The Strategy prioritises integration, sets an aspirational objective that Affordable Housing is not concentrated in any one single location, and notes that clustering of Affordable Housing dwellings may be appropriate in some circumstances due to proximity to transport and/or availability of land or sites or government redevelopment or investment strategy, or if "supported by a Registered Housing Agency" reflecting the Agencies may have practical reasons for clustering and have experience to determine the optimal mix and scale for any single location.</li> </ul>
<b>Tenant Group</b>	<ul style="list-style-type: none"> <li>• The proposed resident groups are all recognised as Council priorities under the Strategy.</li> </ul>





**Maude / Nixon Street Proposal**

The proposal comprises three parts:

- Replacement of the Council carpark with improved amenity (undercover) and resident parking;
- Development of one floor of 15 units to be owned and managed by Wintringham Community Housing, targeting older people; and
- Development of one floor of 16 units to be owned and managed by BeyondHousing and targeting a range of households from singles to families.



Any development is subject to design, funding and planning approval.

Engagement with the housing agencies highlighted:

- The site was identified after extensive assessment of land availability and suitability in Shepparton which concluded there are very limited opportunities and no sites of this scale that met the agency requirements and priority housing need. Many sites were subject to easements, flood risk, or were not appropriately zoned;
- The provision of the land will meet the Council objectives to support delivery of Social Housing and activate the CBD including with residential housing;
- The development will replace the car park which will remain under council ownership. Subject to design, minimal loss in carparking is expected.
- The Shepparton CBD Car Parking Strategy identified that across the CBD, car park utilisation is consistent across on-and off-street parking (58% and 52%) with overall utilisation of on-street parking is higher than off-street. The proposal is located in Area D (Figure 6) which has on average across the area a 66% utilisation rate.
- The site design is subject to plans that will be developed by Wintringham and BeyondHousing and that will need to be assessed by Council and approved by the State Government. Any development over 3-storeys is also subject to review by the Government Architect.

Figure: Utilisation @ 12 PM, Tuesday

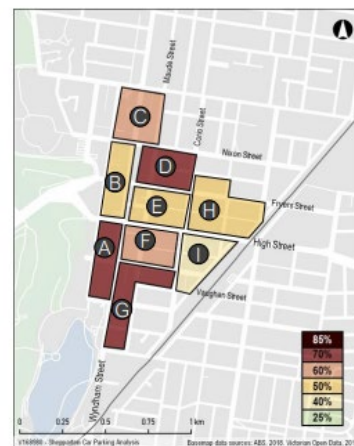


Figure 6: Car parking utilisation rate (12 pm)

Key community concerns and Affordable Development Analysis is summarised below. It is noted a number of residents also expressed support for community housing but as with the Parkside Drive proposal, the key question of whether the land should be sold was often overshadowed by concerns about the proposed use as Social Housing.

Key Item	Analysis and Response
Location suitability	<ul style="list-style-type: none"> <li>• Site is within the CBD, zoned for more intense development reflective of its status as the Activity Centre.</li> <li>• The site has very close walkable access to services, retail, green space, community facilities, medical facilities and education and training.</li> </ul>
Perceptions of Concentration	<ul style="list-style-type: none"> <li>• Development will deliver a proposed 31 new dwellings (subject to design, planning and funding).</li> <li>• As a percentage of all dwellings in Greater Shepparton, it is estimated the housing will comprise 0.11% of all housing at point of construction completion, plus replacement of the Council carpark.</li> <li>• There is no identified 'ideal' mix of public/private housing by State or in the Council strategy.</li> <li>• The Strategy prioritises integration, sets an aspirational objective that Affordable Housing is not concentrated in any one single location, and notes that clustering of Affordable Housing dwellings may be appropriate in some circumstances due to</li> </ul>



Key Item	Analysis and Response
	proximity to transport and/or availability of land or sites or government redevelopment or investment strategy, or if “supported by a Registered Housing Agency” reflecting the Agencies may have practical reasons for clustering and have experience to determine the optimal mix and scale for any single location.
Tenant Group	<ul style="list-style-type: none"> <li>The proposed resident groups are all recognised as Council priorities under the Strategy.</li> </ul>
Design, including overlooking, safety, access, carparking	<ul style="list-style-type: none"> <li>Community concerns related to conceptual plans developed by Council not the Housing Agencies.</li> <li>The Housing Agency proposed design will be subject to ResCode requirements, planning controls and assessment of adjacent sites to ensure no in appropriate overshadowing or overlooking.</li> <li>Concerns such as overlooking can be addressed in design and planning controls.</li> </ul>

## Alternative Sites

Several objectors suggested the sites were not appropriate for Social Housing and that other land would be better located for this purpose.

An assessment of land supply and development opportunities including discussions with Homes Victoria, housing agencies, and an assessment of the recent Spatial Economics land supply report commissioned by Council indicates:

- Majority (80%) of development in Greater Shepparton occurs in greenfield estates with 77% of dwellings constructed in the last three years being for large blocks of 500 – 1000 sqm. These sites suit large 3 – 4 bedroom dwellings and require residents to have one or more cars to access services and jobs. This form of housing is not a priority for Social Housing, and whilst housing agencies might purchase a few dwellings in these estates subject to funding, they are unlikely to receive government support for significant numbers of dwellings in these locations;
- Only 32% of land capacity in Greater Shepparton is suitably zoned for residential housing and not all land is for sale. Many sites assessed as part of sourcing of land exercises identified that large lots suitable for medium density development had zoning, easement and/or flood risk issues.
- The Spatial Economics Report does not address undersupply of housing appropriate for lower income households. The Affordable Housing strategy identified a significant gap in the supply and availability of this form of housing relative to demand;
- Land must be available and able to be purchased at an affordable price in order to be feasible for a Housing Agency to develop; and
- There was only 34 one- and two-bedroom homes for sale on realestate.com in May 2022 with properties generally older, of low quality and accessibility, and poor environmental standard. State funding is also only available for new properties and these must meet accessibility, design and environmental performance standards.

The conclusion of this analysis is that there is very limited opportunities for development of new Affordable Housing in well-located areas of Greater Shepparton.

## Concerns about Concentration

Several objectors raised concerns about what they perceived would be concentration of Social Housing on both sites.

Neither the State Government nor the Council Strategy establish a maximum number of Social Housings for any single area.

As noted, the Strategy sets objectives for integration and to see Social Housing delivered across Shepparton whilst also recognising that clustering may be appropriate due to the availability of land and housing agency requirements. Accordingly, each Housing Agency proposing development has considered the total number of dwellings proposed for



the respective sites and based on their experience has advised that they do not consider their proposals to be overly concentrated.

There is limited research and evidence as to what is an appropriate mix of market/affordable housing. Most studies focus on reduction of large scale public housing estates. In Victoria the State Government is reducing concentrations of Social Housing on very large high-rise estates from 100% of the specific site to between 10% and 50% of the site. These sites are situated within wider medium to low density neighbourhoods that overall have Social Housing comprising between approximately 5 – 10% of all housing in the local government area.

One study has found that *"...although areas with a concentration of disadvantaged people are often assumed to create adverse effects for residents, empirical research suggests that residents in disadvantaged places access support from family and friendship networks that are not restricted to place (Robinson 2011) and may in fact have certain advantages in terms of mutual support and practical assistance in 'hard times'."*<sup>4</sup> WHL has indicated that this reflects their experience in other developments.

Another study found that *"in new public housing development there are many examples of innovative practice where good design, mixed tenure and layout options have been used to create more sustainable and socially diverse communities within which public rental housing is not identifiable."* This study also identified that ways to address potential concentrations of poverty can include support for tenants; ways of working that involve a public, regular and/or constant presence by someone seen to be in charge; and other strategies that are less tenure-focused such as broader neighbourhood planning, support, capacity building for lower income residents.<sup>5</sup>

Consideration of what is 'concentration' depends on the scale the project is assessed against. The analysis highlights that as a percentage of all dwellings in Shepparton each proposal will represent a very minimal percentage – 0.11% to 0.16% of all housing in 2024/25, or 0.27% in total. It is also noted that each of the Affordable Housing proposals:

- Are situated in an area that is zoned as suitable for residential housing and in the case of the Maude / Nixon Street site, suitable for higher density development;
- Connect to existing housing in the area;
- Must be designed to meeting planning and zoning controls;
- Will be managed by Registered Housing Agencies that have experience and expertise in managing Social Housing tenancies.

A University of Sydney study *'Finding the Right Mix in Public Housing Redevelopment: Review of Literature and Research Findings'* found that in an assessment of UK, USA and Australian research there was *"no 'correct' mix and that attention needs to be paid to concentration, composition and scale. This means that proposed tenure mix should take into consideration the likely composition of both public and private components of the community, both inside and beyond the boundary of the redevelopment site."*

The study also noted recent US research that suggested that a mix of ages, incomes and family types amongst social housing tenants, and the delivery of other community programs, is more important than tenure mix in securing positive outcomes for lower income households.

Other factors to consider when assessing a proposal includes benefits associated with Social Housing which include:

- Reduced housing stress and housing costs, freeing up income for people to spend in the community and on critical services such as education and healthcare;
- Greater tenure security reducing general stress, improving household wellbeing and supporting people to make positive life choices such as to pursue education or work;
- Reduced health and correctional service costs;
- Improved educational benefits for children that are in safe and secure housing.

<sup>4</sup> Pawson, H., Hulse, K. and Cheshire, L. (2015) Addressing concentrations of disadvantage in urban Australia, AHURI Final Report No.247. Melbourne, <http://www.ahuri.edu.au/publications/projects/myrp704>

<sup>5</sup> Atkinson, R. (2008) Housing policies, social mix and community outcomes, AHURI Final Report No. 122, Australian Housing and Urban Research Institute Limited, Melbourne, <https://www.ahuri.edu.au/research/final-reports/122>



Related to concerns about potential concentration of Social Housing where views on who would be housed.

It is emphasised that ‘who’ would be housed is not required to be considered in the disposal of Council land nor a criteria under the planning system, other than to note the proposal will deliver Social Housing, being legally defined as housing owned, managed or controlled by a registered housing agency or State housing authority.

Stigmatising of Social Housing residents can have a negative impact on households that require or live in Social Housing’s feelings of worth and acceptance in the community. The Strategy also notes there is no or limited evidence on whether Social Housing has a negative impact on crime or house prices.

It is subsequently not considered appropriate to respond to the concerns which lack evidence, noting as has occurred in another Council area that *“labelling people and groups in this way [‘undesirable’, ‘wrong kind of people’] is degrading and not respectful of their human dignity.”*<sup>6</sup>

## Assessment

### Parkside Drive

Affordable Development Outcome’s assessment of the Parkside Drive proposal is that the proposal has significant merit, aligns to the Council Affordable Housing Strategy objectives and framework for delivery, noting:

- Site is zoned and available for residential housing – Social Housing being one form of housing;
- The provision of land and attraction of government funding reflects Council’s strategy and committed actions;
- There are very limited options for WHL to develop a reasonable number of dwellings in Shepparton and therefore invest in establishing a presence in the region;
- As a percentage of all dwellings, the proposed Social Housing will have a minimal impact.
- For the 45 households that are supported there are expected to be significant social and economic benefits which will also have positive benefits for the wider community;
- The land is proposed to be purchased, providing a financial return to Council as well as the activation and progression of the estate development;
- WHL has extensive experiencing supporting the proposed cohort of residents and delivering award winning Social Housing.

The proposal raises a question as to how the rest of the site will be developed as development of the rest of the site will further reduce the potential stigma associated with the WHL development. This is recommended as an opportunity for Council to determine its plan to progress the sale and development of the remaining lots in a timely manner.

### Maude Street/Nixon Street carpark

Affordable Development Outcome’s assessment of the Parkside Drive proposal is that the Site is zoned and available for residential development and is therefore suitable for Social Housing.

Furthermore it is our advice and opinion that:

- The provision of land and attraction of government funding is in line with Council’s strategy and committed actions;
- There are very limited opportunities to utilise Council land and deliver Social Housing dwellings in the CBD area in an efficient and cost effective way;
- The Agencies are delivering Social Housing in other developments across Shepparton which when combined will support a diversity of housing types and locational responses;
- The units will be targeted to a range of households in need that will suit and accept apartment-style living – households are given an option to tenant and are not forced to move into the development;

<sup>6</sup> City of Darebin Townhall Avenue Social Housing proposal consultation



- The BeyondHousing and Wintringham owned apartments will be separately entranced and managed – effectively two smaller scale Social Housing developments on the site. Both agencies have significant experience in managing Social Housing for a diversity of households including older persons, people with a disability, younger people and women and Aboriginal and Torres Strait Islanders.
- Both agencies have a strong presence in the Greater Shepparton area and have established links to wrap-around support services that they can connect tenants to as necessary;
- Part of the expected height is in response to the requirement to replace the public car park and an expected need to provide some resident car parking;
- The proposal is subject to the Agencies submitting a design for planning approval. This will require further community consultation, review by Council and consideration by government. Any development of Social Housing over 3-storeys must also be reviewed by the Victorian Government architect. Key community concerns are expected to be able to be addressed through the design response and planning controls.

## Summary

The Greater Shepparton Affordable Housing Strategy was developed after extensive research and consultation and highlighted the significant and growing demand for Social Housing in Greater Shepparton, with high rates of homelessness and housing stress.

The Strategy affirmed Council's vision that adequate housing is a basic human right and the foundation on which the region's liveability, health and wellbeing, productivity, and community participation is built.

The Strategy recognised, and placed at its centre, the need for a 'HousingFirst' response to address demand and issues of homelessness. To achieve this objective requires sufficient supply of quality and long-term Affordable Housing, particularly Social Housing.

The Council is commended on its progress in implementing the Strategy actions to assess Council land opportunities and advocate for State Government funding. The minimum investment guarantee of \$45 m is a significant financial contribution that will be further leveraged by the provision of land and the Housing Agency's contributions. The Strategy notes that there is an estimated economic return of \$3 for every \$1 in Social Housing with non-financial benefits related to health, well-being, community resilience and participation.

As recognised by the Strategy, the delivery of Affordable Housing requires several inputs, of which access to affordable and appropriately priced and sized land is critical. The review concludes that the sites are both suitable for Social Housing and are not overly concentrated when considered in light of overall supply of Social Housing and the site contexts. Council support to release the land for Social Housing is recommended.





**N I C O L A S**  
BUILDING SURVEYORS



## Egress Review of Shepparton School 123-129 Maude Street, Shepparton VIC 3630

### COMPLIANCE REVIEW

**Prepared for:** City of Greater Shepparton  
Locked Bag 1000  
Shepparton VIC 3632

**Reference:** B22031  
**Date:** 2 June 2022

Document Number/Description	Revision	Date
B22031 – Egress Review of Shepparton School	1	June 2022



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3. The information contained in this report does not comprise a detailed assessment of the requirements of the Australian Standards as applicable to the project.

Details regarding access for people with disabilities have been assessed in relation to the deemed to satisfy provisions of the NCC only. A detailed assessment against AS1428 is outside the scope of this report and may therefore require input by an appropriately qualified access consultant.

4. Structural and services documentation have been reviewed primarily based on egress requirements and arrangements.
5. Notwithstanding the matters specified in this report (egress compliance to DTS provisions), it is noted that this office has not reviewed other identifiable non-compliances to DTS provisions.





## EXECUTIVE SUMMARY

This report provides an NCC/Building Code review on the building permit design documentation for the school at 123-129 Maude Street, Shepparton.

This report provides commentary on relevant Building Code prescriptive (deemed to satisfy - DTS) provisions, focusing on the attached egress arrangement and ancillary elements.

The following table summarises our assessment and notes identified items for attention.

**Table 1 – Salient Items**

Item		Description
1.	Confirmation of swinging door on the common boundary between the school and the council carpark being used as a required exit	It is noted that through the building permit documentation, the electrical services drawing (BSG745B-E-1-1 Rev C1) identify a swinging door adjacent to the roller door on the Northern boundary. Further information is required to confirm whether the intent is to use the roller door as a required exit.  However, it is noted that there is a swinging door installed on site adjacent to the roller door, not as depicted on the building permit documents. Please refer to Annexure A for relevant photos. Confirmation is required should this door be considered as a required exit.
2.	Confirmation of Titles and Plans to confirm any common/shared easements	It is understood that the roller door and swinging door located along the common boundary must have the appropriate agreements and encumbrances to allow such arrangements to be implemented.
3.	Absence of fire engineering report	It is noted that there is no fire engineering associated with the building permit documents. Based on our review, it is understood that the following elements are presumed to have been required to be assessed, such as: <ul style="list-style-type: none"> <li>• Paths of travel</li> <li>• Required exits</li> <li>• Door swings</li> <li>• Exit signage</li> </ul>
4.	The use of the roller door on the common boundary as a required exit	It is noted that the NCC does not allow a roller door to be used as a required exit. Should this be the case, a performance solution must have been issued to allow the arrangement to remain under the NCC performance requirement.
5.	Building permit conditions addressed to the owner	It has been identified that several conditions on the building permit relating to the owner of the property being responsible for confirming any title encumbrances on the allotment. It is suspected that this directly correlates to the roller door and swinging door on the boundary. It is noted that this requires clarification from the building surveyor as well as the owner to confirm if this condition was satisfied prior to the issuance of the Occupancy Permit.
6.	Passing of openings in the path of egress	It is considered for the purposes of this review that the path of egress from the larger building requires passing openings as they travel to the road or open space. Such openings would require to be protected in accordance with NCC requirements. This assessment is subject to further information being provided should the egress path be different from what we have determined.
7.	Fire Engineering assessment to be recommended	It is considered that a registered fire engineer should be engaged to provide an assessment of the building arrangement and infrastructure to ensure that the safety of occupants is achieved as required by the building legislation.



## INTRODUCTION

### Building Description

The constructed works consist of the school's alteration and extension, comprising classrooms, gymnasium, administration building, and external courtyard areas. The following table provides a breakdown of the building description:

Table 2 – Building Particulars

Item		Description		
1.	Classification	<b>Level</b>	<b>Use</b>	<b>NCC Classification</b>
		Ground Floor	Administration Classrooms Gymnasium Storage	Class 5 (Ancillary) Class 9b Class 9b Class 7b (Ancillary)
		Level 1	Classrooms	Class 9b
2.	Construction Type	Type B		
3.	Location	Maude Street binds the site to the west, car parking to the north and east, and an adjoining building and carpark to the south.		
4.	Rise in Storeys	2		
5.	Storeys Contained	2		
6.	Effective Height	4.56m approx.		
7.	Total floor area	970m <sup>2</sup> approx.		
8.	Applicable NCC	NCC 2019 Volume One, Amendment 1		

### Review Information

This report is based on the following referenced for information documents:

1. Building Permit issued by Alpine Building Permits
2. Planning Permit issued by Greater Shepparton City Council
3. Architectural Plans prepared by Bruce Mactier Building Designers
4. Electrical Services Plans prepared by Adadra Building Services Group
5. Electrical Specifications prepared by Adadra Building Services Group
6. Contract Building Specifications prepared by Bruce Mactier Building Designers
7. Door Hardware Schedule prepared by Assa Abloy
8. Regulation 129 Report and Consent issued by CFA
9. Hydrant Commissioning Report issued by Firewatch Safety Results Group
10. Test Report issued by AWTA Product Testing
11. Quadran Technical Specifications issued by GH Commercial



## SECTION D - ACCESS AND EGRESS

Item	Clause	Subclause	Requirement	Comment
1.	D1.2 Number of exits required	(d)(v)	Not less than 2 exits where secondary school with a rise of storeys of two or more	<b>Compliant</b>
2.	D1.3 When fire-isolated stairways and ramps are required	(b)(iii)	Every required exit must be fire-isolated unless it connects, passes through or passes by not more than 2 consecutive storeys	<b>Compliant</b>
3.	D1.4 Exit travel distances	(c)(i) and (ii)	No point on a floor must be more than 20 m from an exit, or a point from which travel in different directions to 2 exits is available, in which case the maximum distance to one of those exits must not exceed 40 m	<b>Further information required</b>  It is noted that the use of the roller door as a required exit is non-compliant. Further information is required to confirm the path of egress. Refer <b>Item 36</b> .
4.	D1.5 Distance between alternative exits	(a), (b) and (c)(iii)	Exits as alternative means not less than 9 m apart and not more than 60 m apart	<b>Compliant</b>
5.	D1.6 Dimensions of exits and paths of travel to exits	(a)	Unobstructed height of not less than 2 m unless at a doorway, which allows 1980m	<b>Compliant</b>
		(b)(i)	Unobstructed width of each exit or path of travel to an exit, except for doorways, must be not less than 1 m	<b>Compliant</b>
		(c)(i)	Where a storey accommodates more than 100 persons but not more than 200 persons, the aggregate unobstructed width, except for doorways, must be not less than 1 m plus 250 mm for each 25 persons (or part) in excess of 100	<b>Compliant</b>
6.	D1.7 Travel via fire-isolated exits			<b>Not applicable</b>
7.	D1.8 External stairways or ramps in lieu of fire-isolated exits			<b>Not applicable</b>
8.	D1.9 Travel by non-fire-isolated stairways or ramps	(c)	the distance from any point on a floor to a point of egress to a road or open space by way of a required non-fire-isolated stairway or non-fire-isolated ramp must not exceed 80 m	<b>Further information required</b>  a. Roller door to adjacent carpark – 45m approx b. Maude Street – 55m approx  It is noted that the use of the roller door as a required exit is non-compliant. Further information is required to confirm the path of egress. Refer <b>Item 36</b> .  Should the roller door not be addressed as a required exit, there would be a non-compliance with respect to the number of required exits. Further information is required to confirm the path of egress. Refer <b>Item 3</b>



Item	Clause	Subclause	Requirement	Comment
		(e)(i) and (ii)	a required non-fire-isolated stairway or non-fire-isolated ramp must discharge at a point not more than 20 m from a doorway providing egress to a road or open space; or 40 m from one of 2 such doorways or passageways if travel to each of them from the non-fire-isolated stairway or non-fire-isolated ramp is in opposite or approximately opposite directions	<b>Compliant</b>
9.	D1.10 Discharge from exits	(a)	An exit must not be blocked at the point of discharge and where necessary, suitable barriers must be provided to prevent vehicles from blocking the exit, or access to it	<b>Further information required</b>  It is noted that the use of the roller door as a required exit is non-compliant. Further information is required to confirm the path of egress. Refer <b>Item 36</b> .
		(b)(i) and (ii)	If a required exit leads to an open space, the path of travel to the road must have an unobstructed width throughout of not less than the minimum width of the required exit; or 1 m, whichever is the greater	<b>Further information required</b>  It is noted that the use of the roller door as a required exit is non-compliant. Further information is required to confirm the path of egress. Refer <b>Item 36</b> .
		(c)(i)	If an exit discharges to open space that is at a different level than the public road to which it is connected, the path of travel to the road must be by a ramp or other incline having a gradient not steeper than 1:8 at any part, or not steeper than 1:14 if required by the Deemed-to-Satisfy Provisions of Part D3	<b>Further information required</b>  It is noted that the use of the roller door as a required exit is non-compliant. Further information is required to confirm the path of egress. Refer <b>Item 36</b> .
		(d)	The discharge point of alternative exits must be located as far apart as practical	<b>Further information required</b>  It is noted that the use of the roller door as a required exit is non-compliant. Further information is required to confirm the path of egress. Refer <b>Item 36</b> .
10.	D1.11 Horizontal Exits			<b>Not applicable</b>
11.	D1.12 Non-required stairways, ramps or escalators			<b>Not applicable</b>
12.	D1.13 Number of persons accommodated	(a)(i) and (ii)	For the purposes of the Deemed-to-Satisfy Provisions, the number of persons accommodated in a storey, room or mezzanine must be determined with consideration to the purpose for which it is used and the layout of the floor area by—calculating the sum of the numbers obtained by dividing the floor area of each part of the storey by the number of square metres per person listed in Table D1.13 according to the use of that part, excluding spaces set aside for—lifts, stairways, ramps and escalators, corridors, hallways, lobbies and the like; and service ducts and the like, sanitary compartments or other ancillary uses;	Noted
		(b)	reference to the seating capacity in an assembly building or room; or	
13.	Table D1.13 Area per person according to use	Office	10 m <sup>2</sup> per person = 79 m <sup>2</sup> total = 7 persons	
		Kitchen	10 m <sup>2</sup> per person = 44 m <sup>2</sup> total = 4 persons	



Item	Clause	Subclause	Requirement	Comment	
		School	General classroom	2 m <sup>2</sup> per person = 295 m <sup>2</sup> total = 147 persons	
			Staff room	10 m <sup>2</sup> per person = 20 m <sup>2</sup> total = 2 persons	
			Multi-purpose hall	1 m <sup>2</sup> per person = 67 m <sup>2</sup> = 67 persons	
			Storage space	30 m <sup>2</sup> per person = 32 m <sup>2</sup> total = 1 person	
14.	D1.14 Measurement of distances	(b)(c) and (d)	NCC Guide: To identify the nearest part of an exit for the purposes of measuring travel distance.	Noted	
15.	Method of measurement	(a)(c)(d)(e)(f)(g)	NCC Guide: To specify the method of measuring the distance of travel to an exit in various situations.	Noted	
16.	Plant rooms, lift machine rooms and electricity network substations: concession			<b>Not applicable</b>	
17.	D1.17 Access to lift pits	(a)	Access to lift pits must where the pit depth is not more than 3 m, be through the lowest landing doors	<b>Further information required</b>  It is noted that the architectural drawings do not identify the depth of the lift pit.	
18.	D1.18 Egress from early childhood centres			<b>Not applicable</b>	
19.	D2.2 Fire-isolated stairways and ramps			<b>Not applicable</b>	
20.	D2.3 Non fire-isolated stairways and shafts			<b>Not applicable</b>	
21.	D2.4 Separation of rising and descending stair flights			<b>Not applicable</b>	
22.	D2.5 Open access ramps and balconies			<b>Not applicable</b>	
23.	D2.6 Smoke lobbies			<b>Not applicable</b>	
24.	D2.7 Installations in exits and paths of travel	(d)	Services or equipment comprising electricity meters, distribution boards, central telecommunications distributions boards or equipment may be installed in a required exit or in any corridor, hallway, lobby or the like leading to a required exit, if the services or equipment are enclosed by non-combustible construction or a fire-protective covering with doorways or openings suitably sealed against smoke spreading from the enclosure	<b>Further information required</b>  It is identified that there are distribution boards located in the corridors of both levels of the new building within the path of travel. It is noted that the architectural drawings do not identify whether their enclosures are of non-combustible construction.	



Item	Clause	Subclause	Requirement	Comment	
25.	D2.8 Enclosure of space under stairs and ramps	(b) (i) and (ii)	The space below a required non-fire isolated stairway must not be enclosed to form a cupboard or other enclosed space unless the enclosing walls and ceilings have an FRL of not less than 60/60/60; and any access doorway to the enclosed space is fitted with a self-closing -/60/30 fire door.	<b>Compliant</b>	
26.	D2.9 Width of required stairways and ramps		A required stairway that exceeds 2 m in width is counted as having a width of only 2 m unless it is divided by a handrail or barrier continuous between landings and each division has a width of not more than 2 m.	<b>Compliant</b>	
27.	D2.10 Pedestrian ramps			<b>Not applicable</b>	
28.	D2.11 Fire-isolated passageways			<b>Not applicable</b>	
29.	D2.12 Roof as open space			<b>Not applicable</b>	
30.	D2.13 Goings and risers	(a)	(i)	A stairway must have—not more than 18 and not less than 2 risers in each flight.	<b>Compliant</b>
			(ii)	Going (G), riser (R) and quantity (2R + G) in accordance with Table D2.13, except as permitted by (b) and (c).	<b>Compliant</b>
			(iii)	Constant goings and risers throughout each flight, except as permitted by (b) and (c), and the dimensions of goings (G) and risers (R) in accordance with (a)(ii) are considered constant if the variation between adjacent risers, or between adjacent goings, is no greater than 5 mm; and the largest and smallest riser within a flight, or the largest and smallest going within a flight, does not exceed 10 mm; and	<b>Compliant</b>
			(v)	Treads which have—a surface with a slip-resistance classification not less than that listed in Table D2.14 when tested in accordance with AS 4586; or a nosing strip with a slip-resistance classification not less than that listed in Table D2.14 when tested in accordance with AS 4586	<b>Compliant</b>
			(vii)	In a Class 9b building, not more than 36 risers in consecutive flights without a change in direction of at least 30°.	<b>Compliant</b>
			(viii)	In the case of a required stairway, no winders in lieu of a landing.	<b>Compliant</b>
31.	D2.14 Landings	(a)	In a stairway—landings having a maximum gradient of 1:50 may be used in any building to limit the number of risers in each flight and each landing must—be not less than 750 mm long, and where this involves a change in direction, the length is measured 500 mm from the inside edge of the landing; and have—a surface with a slip-resistance classification not less than that listed in Table D2.14 when tested in accordance with AS 4586; or a strip at the edge of the landing with a slip-resistance classification not less than that listed in Table D2.14 when tested in accordance with AS 4586, where the edge leads to a flight below.	<b>Compliant</b>	



Item	Clause	Subclause	Requirement	Comment	
32.	D2.15 Thresholds	(c)	The threshold of a doorway must not incorporate a step or ramp at any point closer to the doorway than the width of the door leaf unless— in a building required to be accessible by Part D3, the doorway—opens to a road or open space; and is provided with a threshold ramp or step ramp in accordance with AS 1428.1; or	<p><b>Non-compliant</b></p> <p>It is noted that there is a kerb ramp located on the external side of the emergency exit door (D01) leading from R02.</p> <p>It is noted that there is a kerb ramp located on the external side of the bi-fold door (D04) leading from R05.</p> <p>This is a non-compliance, as the door must also be leading to a road or open space.</p>	
33.	D2.16 Barriers to prevent falls	(a)	A continuous barrier must be provided along the side of—a roof to which general access is provided; and a stairway or ramp; and a floor, corridor, hallway, balcony, deck, verandah, mezzanine, access bridge or the like; and any delineated path of access to a building, if the trafficable surface is 1 m or more above the surface beneath.	<b>Compliant</b>	
34.	D2.17 Handrails	(a)	(i)	Handrails must be located along at least one side of the ramp or flight.	<b>Compliant</b>
			(ii)	Located along each side if the total width of the stairway or ramp is 2 m or more.	<b>Compliant</b>
			(iv)	Fixed at a height of not less than 865mm measured above the nosings of stair treads and the floor surface of the ramp, landing, or the like.	<b>Compliant</b>
			(v)	Continuous between stair flight landings and have no obstruction on or above them that will tend to break a handhold.	<p><b>Non-compliant</b></p> <p>It is noted that on Stair 2 landing, the outer handrail is broken in the rear corner.</p>
		(c)	Handrails required to assist people with a disability must be provided in accordance with D3.3.	Refer to <b>Item 46</b>	
35.	D2.18 Fixed platforms, walkways, stairways and ladders	(a)	A fixed platform, walkway, stairway, ladder and any going and riser, landing, handrail or barrier attached thereto may comply with AS 1657 in lieu of D2.13, D2.14, D2.16 and D2.17 if it only serves machinery rooms, boiler houses, lift-machine rooms, plant-rooms, and the like;	<b>Compliant</b>	
36.	D2.19 Doorways and doors	(b) (ii)	A doorway serving as a required exit or forming part of a required exit must not be fitted with a roller shutter or tilt-up door unless it serves a Class 6, 7 or 8 building or part with a floor area not more than 200 m <sup>2</sup> ; and the doorway is the only required exit from the building or part; and it is held in the open position while the building or part is lawfully occupied	<p><b>Further information required</b></p> <p>It is identified that a roller shutter is located on the northern allotment fence. Further information is required to confirm whether this was proposed as a required exit. If so, this is a non-compliance.</p>	



Item	Clause	Subclause	Requirement	Comment	
37.	D2.20 Swinging doors	(a)	A swinging door in a required exit or forming part of a required exit—must not encroach—at any part of its swing by more than 500 mm on the required width (including any landings) of a required—stairway; or ramp; or passageway, if it is likely to impede the path of travel of the people already using the exit; and when fully open, by more than 100 mm on the required width of the required exit, and the measurement of encroachment in each case is to include door handles or other furniture or attachments to the door; and	<b>Further information required</b>  It is identified that the rear entry door to the "Stage 1" building swings against the direction of egress. Further information is required to determine if this door is required as part of the egress route to the road or open space. For the purposes of this clause, the roller door is not considered to be used as a required exit.	
		(b)(ii)	must swing in the direction of egress unless—it serves a building or part with a floor area not more than 200 m <sup>2</sup> , it is the only required exit from the building or part and it is fitted with a device for holding it in the open position; or it serves a sanitary compartment or airlock (in which case it may swing in either direction).	<b>Compliant</b>	
		(c)	Must not otherwise impede the path of egress.	<b>Compliant</b>	
38.	D2.21 Operation of latch	(a)	(i)	A door in a required exit, forming part of a required exit or in the path of travel to a required exit must be readily openable without a key from the side that faces a person seeking egress, by a single hand downward action on a single device which is located between 900 mm and 1.1 m from the floor and if serving an area required to be accessible by Part D3 be such that the hand of a person who cannot grip will not slip from the handle during the operation of the latch; and have a clearance between the handle and the back plate or door face at the centre grip section of the handle of not less than 35 mm and not more than 45 mm.	<b>Compliant</b>
		(iii)			
40.	D2.22 Re-entry from fire-isolated exits			<b>Not applicable</b>	
41.	D2.23 Signs on doors			<b>Not applicable</b>	
42.	D2.24 Protection of openable windows	(c)	A barrier with a height not less than 865 mm above the floor is required to an openable window—in addition to window protection, when a child resistant release mechanism is required by (b)(ii)(C); and where the floor below the window is 4 m or more above the surface beneath if the window is not covered by (a).	<b>Compliant</b>	
		(d)	A barrier covered by (c) except for (e) must not—permit a 125 mm sphere to pass through it; and have any horizontal or near horizontal elements between 150 mm and 760 mm above the floor that facilitate climbing.	<b>Compliant</b>	
43.	D2.25 Timber stairways: Concession			<b>Not applicable</b>	





Item	Clause	Subclause	Requirement	Comment
44.	D3.1 General Building Access Requirements		Class 5 and 9b – To all areas normally used by the occupants.	<b>Compliant</b>
45.	D3.2 Access to buildings	(a)(i)	An accessway must be provided to a building required to be accessible from the main points of a pedestrian entry at the allotment boundary;	<b>Compliant</b>
		(b)	In a building required to be accessible, an accessway must be provided through the principal pedestrian entrance.	<b>Compliant</b>
46.	D3.3 Parts of building to be accessible	(a)(i) and (ii)	In a building required to be accessible—every ramp and stairway, except for ramps and stairways in areas exempted by D3.4, must comply with—for a ramp, except a fire-isolated ramp, clause 10 of AS 1428.1; and for a stairway, except a fire-isolated stairway, clause 11 of AS 1428.1.	<b>Non-compliant</b>  It is noted that the TGSIs provided to the top of the ramp and stairways in the rear courtyard do not achieve the required 600-800mm length.
		(b)	Every passenger lift must comply with E3.6.	Refer to <b>Item 69</b>
		(c)	accessways must have—passing spaces complying with AS 1428.1 at maximum 20 m intervals on those parts of an accessway where a direct line of sight is not available; and turning spaces complying with AS 1428.1—within 2 m of the end of accessways where it is not possible to continue travelling along the accessway; and at maximum 20 m intervals along the accessway.	<b>Non-compliant</b>  It is identified that the circulation space to the Class 11 Hallway of Level 1 does not achieve the required dimensions as prescribed by Clause 6.5 of AS1428.1 for a 180-degree turnaround.
		(d)	an intersection of accessways satisfies the spatial requirements for a passing and turning space;	Noted
		(e)	A passing space may serve as a turning space.	Noted
		(g)	Clause 7.4.1(a) of AS 1428.1 does not apply and is replaced with 'the pile height or pile thickness shall not exceed 11 mm and the carpet backing thickness shall not exceed 4 mm'; and	<b>Further information required</b>  It is identified that the Floor Covering Plan states, "Carpet – Godfrey Hirst – Modular Quadrian 7800". Product Specification with respect to this clause confirms a thickness of 7mm, but the carpet backing thickness is not nominated and refers to a proprietary product "Enviro Bac".
		(h)	the carpet pile height or pile thickness dimension, carpet backing thickness dimension and their combined dimension shown in Figure 8 of AS 1428.1 do not apply and are replaced with 11 mm, 4 mm and 15 mm respectively.	<b>Further information required</b>  It is identified that the Floor Covering Plan states, "Carpet – Godfrey Hirst – Modular Quadrian 7800". Product Specification with respect to this clause confirms a thickness of 7mm, but the carpet backing thickness is not nominated and refers to a proprietary product "Enviro Bac".
		47.	D3.4 Exemptions	
48.	D3.5 Accessible carparking			<b>Not applicable</b>



Item	Clause	Subclause	Requirement	Comment
49.	D3.6 Signage	(a)	In a building required to be accessible—braille and tactile signage complying with Specification D3.6 must—incorporate the international symbol of access or deafness, as appropriate, in accordance with AS 1428.1 and identify each—sanitary facility, and space with a hearing augmentation system; and identify each door required by E4.5 to be provided with an exit sign and state—"Exit"; and "Level"; and either the floor level number; or a floor level descriptor; or a combination of (aa) and (bb).	<b>Compliant</b>
		(b)	signage including the international symbol for deafness in accordance with AS 1428.1 must be provided within a room containing a hearing augmentation system identifying—the type of hearing augmentation; and the area covered within the room; and if receivers are being used and where the receivers can be obtained;	Refer to <b>Item 50</b>
		(c)	signage in accordance with AS 1428.1 must be provided for accessible unisex sanitary facilities to identify if the facility is suitable for left or right handed use; and	<b>Compliant</b>
		(d)	signage to identify an ambulant accessible sanitary facility in accordance with AS 1428.1 must be located on the door of the facility; and	<b>Compliant</b>
		(f)	where a bank of sanitary facilities is not provided with an accessible unisex sanitary facility, directional signage incorporating the international symbol of access in accordance with AS 1428.1 must be placed at the location of the sanitary facilities that are not accessible, to direct a person to the location of the nearest accessible unisex sanitary facility;	<b>Non-compliant</b> It is noted that directional signage to lead occupants from the main bank of sanitary facilities to the accessible sanitary facility is not identified on the architectural drawings.
50.	D3.7 Hearing augmentation	(a)(i) and (ii)	A hearing augmentation system must be provided where an inbuilt amplification system, other than one used only for emergency warning, is installed—in a room in a Class 9b building.	<b>Further information required</b> It is noted that the Gym (R05) is equipped with a ceiling-mounted projector and a wall-mounted projector screen. It is presumed that this would be used as an assembly room for occupants. Further information is required with respect to audio systems and their specifications.
51.	D3.8 Tactile indicators	(a)(i) and (iv)	For a building required to be accessible, tactile ground surface indicators must be provided to warn people who are blind or have a vision impairment that they are approaching— a stairway, other than a fire-isolated stairway; and a ramp other than a fire-isolated ramp, step ramp, kerb ramp or swimming pool ramp.	<b>Compliant</b>
		(b)	Tactile ground surface indicators required by (a) must comply with sections 1 and 2 of AS/NZS 1428.4.1.	Refer to <b>Item 46</b>
52.	D3.9 Wheelchair seating spaces in Class 9b assembly buildings			<b>Not applicable</b>
53.	D3.10 Swimming pools			<b>Not applicable</b>



Item	Clause	Subclause	Requirement	Comment
54.	D3.11 Ramps	(a) and (b)	On an accessway—a series of connected ramps must not have a combined vertical rise of more than 3.6 m; and a landing for a step ramp must not overlap a landing for another step ramp or ramp.	<b>Compliant</b>
55.	D3.12 Glazing on an accessway			<b>Not applicable</b>



## SECTION E – SERVICES AND EQUIPMENT

Item	Clause	Subclause	Requirement	Comment
56.	E1.3 Fire hydrants	(a)	A fire hydrant system must be provided to serve a building—having a total floor area greater than 500 m <sup>2</sup>	<b>Compliant</b>
		(b)(i)(C)	The fire hydrant system — must be installed in accordance with AS 2419.1, except — a fire hydrant booster assembly may be located between 3.5 m and 10 m of the building, and need not comply with clause 7.3(d)(iii) of AS 2419.1 where the assembly is protected by an adjacent fire-rated freestanding wall that—achieves an FRL of not less than 90/90/90; and extends not less than 1 m each side of the outermost fire hydrant booster risers within the assembly and is not less than 3 m wide; and extends to a height of not less than 2 m above finished ground level	<b>Compliant</b>
57.	E1.4 Hose reels			<b>Not applicable</b>
58.	E1.5 Sprinklers			<b>Not applicable</b>
59.	E1.6 Portable fire extinguishers	(a)	Portable fire extinguishers must be—provided as listed in Table E1.6.	Refer to <b>Item 60</b>
60.	Table E1.6 Requirements for extinguishers	(a)	To cover Class AE or E fire risks associated with emergency services switchboards.	<b>Further information required</b>  It is noted that fire extinguishers are not identified on the architectural drawings or the contract building specifications.
		(b)	To cover Class F fire risks involving cooking oils and fats in kitchens.	
		(d)	To cover Class A fire risks in normally occupied less than 500 m <sup>2</sup> not provided with fire hose reels.	
		(e)	To cover Class A fire risks in classrooms and associated corridors in primary and secondary schools not provided with fire hose reels.	
61.	E1.8 Fire control centres			<b>Not applicable</b>
62.	E1.9 Fire precautions during construction			<b>Not applicable</b>
63.	E1.10 Provision of special hazards			<b>Not applicable</b>
64.	E2.2 General requirements			<b>Not applicable</b>
65.	E2.3 Provision for special hazards			<b>Not applicable</b>
66.	E3.2 Stretcher facility in lifts			<b>Not applicable</b>



Item	Clause	Subclause	Requirement	Comment
67.	E3.3 Warning against use of lifts in fire	(a)(i) and (ii)	A warning sign must—be displayed where it can be readily seen—near every call button for a passenger lift or group of lifts throughout a building.	<b>Further information required</b>  It is noted that the architectural drawing of internal elevations shows lift call buttons; however, do not identify the required warning sign.
		(b)(i) and (ii)	A warning sign must—comply with the details and dimensions of Figure E3.3 and consist of—incised, inlaid or embossed letters on a metal, wood, plastic or similar plate securely and permanently attached to the wall; or letters incised or inlaid directly into the surface of the material forming the wall.	<b>Further information required</b>  It is noted that the architectural drawing of internal elevations shows lift call buttons; however, do not identify the required warning sign.
68.	E3.4 Emergency lifts			<b>Not applicable</b>
69.	E3.5 Landings		Access and egress to and from liftwell landings must comply with the Deemed-to-Satisfy Provisions of Section D.	<b>Compliant</b>
70.	E3.6 Passenger lifts	(a)	In an accessible building, every passenger lift must—be one of the types identified in Table E3.6a, subject to the limitations on use specified in the Table; and	<b>Compliant</b>
		(b)	Have accessible features in accordance with Table E3.6b; and	<b>Refer to Item 71</b>
		(c)	Not rely on a constant pressure device for its operation if the lift car is fully enclosed.	<b>Further information required</b>  It is noted that the Contract Building Specifications (Section 14410 Lifts) do not specify if the lift relies on a constant pressure device.
71.	Table E3.6b Application of features to passenger lifts		Handrail complying with the provisions for a mandatory handrail in AS 1735.12	<b>Compliant</b>
			Lift floor dimensions of not less than 1100 mm wide x 1400 mm deep	<b>Compliant</b>
			Minimum clear door opening complying with AS 1735.12	<b>Compliant</b>
			Passenger protection system complying with AS 1735.12	<b>Further information required</b>  It is noted that the Contract Building Specifications (Section 14410 Lifts) refer to complying with AS1735.
			Lift landing doors at the upper landing	<b>Compliant</b>
			Lift car and landing control buttons complying with AS 1735.12	<b>Further information required</b>  It is noted that the Contract Building Specifications (Section 14410 Lifts) refer to complying with AS1735.



Item	Clause	Subclause	Requirement	Comment
			Lighting in accordance with AS 1735.12	<b>Further information required</b> It is noted that the Contract Building Specifications (Section 14410 Lifts) refer to complying with AS1735.
			Emergency hands-free communication, including a button that alerts a call centre of a problem and a light to signal that the call has been received	<b>Further information required</b> It is noted that the Contract Building Specifications (Section 14410 Lifts) refer to complying with AS1735.
72.	E3.7 Fire service controls			<b>Not applicable</b>
73.	E3.8 Residential care buildings			<b>Not applicable</b>
74.	E3.9 Fire service recall control switch			<b>Not applicable</b>
75.	E3.10 Lift car fire service drive control switch			<b>Not applicable</b>
76.	E4.2 Emergency lighting requirements	(b)(i)	An emergency lighting system must be installed— in every passageway, corridor, hallway, or the like, that is part of the path of travel to an exit;	<b>Compliant</b>
		(d)(ii)	in every required non-fire-isolated stairway;	<b>Compliant</b>
		(e)(ii)	in a sole-occupancy unit in a Class 5, 6 or 9 building if— an exit from the unit does not open to a road or open space or to an external stairway, passageway, balcony or ramp, leading directly to a road or open space;	<b>Compliant</b>
77.	E4.3 Measurement of distance			<b>Not applicable</b>
78.	E4.4 Design and operation of emergency lighting			<b>Not applicable</b>
79.	E4.5 Exit signs	(d)	Door serving as, or forming part of, a required exit in a storey required to be provided with emergency lighting in accordance with E4.2.	<b>Non-compliant</b> It is noted that exit signs are missing from areas in the path of travel to an exit: - Gym (R05) - The rear entry door to Stage 1 building (if being utilised as a required exit) - Roller door (if being utilised as a required exit)
80.	E4.6 Direction signs		If an exit is not readily apparent to persons occupying or visiting the building then exit signs must be installed in appropriate positions in corridors, hallways, lobbies, and the like, indicating the direction to a required exit.	<b>Compliant</b>



Item	Clause	Subclause	Requirement	Comment
81.	E4.7 Class 2 and 3 buildings and Class 4 parts: exemptions			Not applicable
82.	E4.8 Design and operation of exit signs	(a)	Every required exit sign must comply with—AS/NZS 2293.1.	Compliant
83.	E4.9 Emergency warning and intercom systems			Not applicable



ANNEXURE A | SITE PHOTOS





# Greater Shepparton City Council Social Housing - Site Options Assessment

*June 2022*

Version Control  
*PUBLIC FINAL REPORT –  
SEMZ v02*

**SEMZ**  
PROPERTY ADVISORY &  
PROJECT MANAGEMENT

**GREATER  
SHEPPARTON**



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# Executive Summary

## PROJECT BACKGROUND & OBJECTIVE

We understand that:

- Council, having received and considered a proposal from Registered Housing Associations, *Beyond Housing* and *Wintringham* (**Applicants**), has advertised its intent to sell or gift (in effect) the airspace above the Council-owned and operated car park being at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street (**Subject Site**), so that the Applicants can develop social housing
- The **Applicants' Development Proposal** for the Subject Site comprises ~30 one and two-bedroom units over two levels of accommodation, plus one level of resident car parking - this type of development is often referred to as a '**Cluster Model**' and, according to the Applicants, it is favored because it allows them to (better):
  - *foster a community environment through the tenancy and support services they provide*
  - *assess the support needs of various residents in a discreet and non-direct way*
  - *resolve issues and disputes when they arise*
  - *achieve greater efficiencies in service delivery (more time on site, less travelling between smaller locations)*
- The requisite consultation process completed by Council resulted in significant feedback, including concerns/suggestions that there were many alternate sites available that were more suitable for this use
- While Council and other government stakeholders, particularly *Homes Victoria*, have already assessed the suitability/availability of multiple alternate sites, these assessments have not been formally documented
- SEMZ Property Advisory & Project Management (**SEMZ**) has been engaged by Council to undertake/document a **high-level, independent assessment and evaluation** of the 16 sites identified (by Council and through the abovementioned consultation) as being potentially suitable for the purpose of accommodating the Applicants' proposal, including the Subject Site
- Council's objective is to use this document, together with other resources and advice procured, to inform decision-making with respect to the Applicant's proposal for the Subject Site.

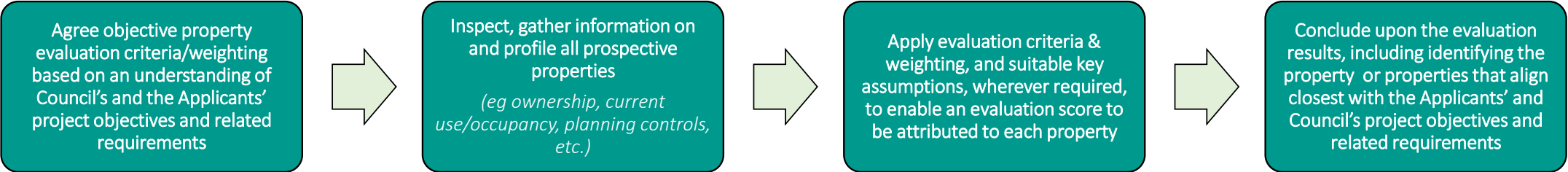
# Executive Summary

## PROJECT METHODOLOGY

The methodology adopted for this project focuses specifically upon assessing, at a high level only, each site’s capacity, capability and suitability to accommodate/allow for commencement of construction of a social housing development that is the same (or similar to) the Applicants’ Development Proposal (ie a Cluster Model<sup>\*\*\*</sup>) within the next 12-18 months<sup>1</sup>, including but not limited to assessing each site’s:

- current ownership / availability
- value / cost
- context within the statutory planning framework
- locational and physical characteristics, opportunities and constraints (whether known, potential or perceived)
- likely highest and best use.

*(<sup>\*\*\*</sup>in other words, we have only evaluated each site based on its ability to accommodate a three-level residential building that comprises one and two-bed apartments and is to be used for social housing purposes, given that is the development outcome and land use proposed/sought in the Applicants Development Proposal – and, by extension, we have not considered the suitability of the sites for any alternate of social housing development or model eg a townhouse or conventional housing development<sup>\*\*\*</sup>)*



<sup>1</sup> This time period aligns with qualifying requirements for funding potentially available for new Social Housing developments that are completed by Registered Housing Associations under the Social Housing Growth Fund (refer Key Assumptions overleaf for further details)

# Executive Summary

## EVALUATION CRITERIA & WEIGHTING

Consistent with the adopted methodology, the *Evaluation Criteria and Weighting* are as follows:

- **Ownership, Value & Availability (35% weighting)** *i.e., who is the current owner of the site, what is it currently being used for and/or who is it currently occupied by? And, on that basis, can it (or when may it) be made available to be used for the stated purpose of social housing*
- **Site Characteristics & Planning (25% weighting)** *i.e., does the current zoning, planning controls and (any) known, associated planning strategies support or otherwise the stated purpose of social housing? Is there adequate access and services? Are there any site encumbrances that may constrain its use for the stated purpose? May social housing represent the site's highest and best use?*
- **Location, Site Amenities & Transport (25% weighting)** *i.e., will the site meet the needs of the housing association and its intended residents, including access to amenities, employment, community/social infrastructure and public transport*
- **Financial Feasibility & Development Delivery Timing (15%)** *i.e., if the site needs to be acquired or rezoned, who is responsible for the associated costs? Are there any site-specific construction, planning or other development-related issues identified that may materially impact the financial feasibility and/or delivery timing of a social housing development?*

## EVALUATION SCORING GUIDE (5 = High / 1 = Low)

Score	EC1 - Ownership, Value & Availability
5	Council-owned, low value, vacant/development-ready land
4	Council-owned, low value land with minor encumbrances
3	Council-owned, high value land
2	Low value, third-party owned land, or land requiring rezoning
1	Crown Land, or high value, third-party owned land

Score	EC2 - Site Characteristics & Planning
5	Complimentary zoning and minimal, if any encumbrances & overlays
4	Complimentary or suitable zoning, with known/potential encumbrances
3	Material site encumbrances or issues
2	Requires rezoning and/or has material site encumbrances or issues
1	Does not and/or cannot accommodate social housing development

Score	EC3 - Location, Site Amenities & Transport
5	Prime CBD location, immediate to amenities and transport links
4	Central location, <u>not</u> immediate to amenities and transport links
3	Sub-optimal location at peripheries of CBD
2	Located away from key amenities but with accessible transport links
1	Not close to amenities or transport links

Score	EC4 - Financial Feasibility & Development Delivery Timing
5	Lower cost of land and development, no likely time impediments
4	Medium cost of land and development, no/minimal time impediments
3	High cost of land and/or development, potential time impediments
2	High cost of land and/or development, and known time impediments
1	High cost of land and development, and significant time impediments

# Executive Summary

## KEY PROJECT ASSUMPTIONS

In addition to the site inspections completed and the information reviewed (eg project and site-specific information provided by Council, such as titles, land values, and other publicly-available resources, such as mapping tools and statutory planning information), the site evaluations completed and documented herein have been informed by the following key assumptions, which have been developed by SEMZ in conjunction with Council, based on their respective, relevant knowledge and experience:

Key Assumption	Rationale / Reference / Source
The ideal site area is assumed to be between ~1,000 and ~3,000 sqm	<i>Based, primarily, upon the Applicants' Development Proposal for the ~2,500 sqm Subject Site (but, also, the potential cost of land to the developer and/or land contributor (eg Council) and the Applicants' ability to deliver built form density may be increased or decreased on a land parcel, as required, to achieve the desired development yield and financial outcome)</i>
Site should ideally be located close to amenities, services, employment and transport	<i>To afford the development and its residents the optimal opportunity to thrive</i>
The Applicants require land to be 'low or no cost' for their social housing developments to be feasible and to help secure funding for them	<i>The Applicants have emphasised that 'co-contribution of land' is an essential element of their funding model/s; "for Homes Victoria to fund projects, they require a co-contribution.....this can be in the form of land or cash.....some agencies provide cash through debt funding.....due to our focus on supporting older singles who's only source of income is typically the aged pension, we do not collect sufficient rent to allow debt to be serviced, let alone repaid. Hence the land co-contribution, in the manner proposed for the Maude / Nixon St proposal is critical. Without this co-contribution, the project could not proceed"</i>
Construction on the site must be able to commence within the next 12-18 months (max.)	<i>To enable the Applicants to (potentially) qualify for funding through The Social Housing Growth Fund (ie timing of commencement of construction is a condition of any application for funding)</i>
Council is committed to promoting and facilitating an increase in the supply of social housing	<i>Based on Council planning documents and strategies promoting the need for Social and Affordable Housing, and increased residential development in urban centres across Greater Shepparton, particularly the Shepparton CBD<sup>1</sup></i>
A social housing development broadly similar to the Applicants' Development Proposal would generally be a permitted (and encouraged) use in Residential Zones and the Activity Centre Zone	<i>The scope of the Applicants' Development Proposal (as developed to date) responds favourably to the objectives of the ACZ to: (i) attract more people to live in the CBD, and greatly increase the vibrancy and foot traffic throughout the area and to (ii) encourage innovative and sustainable contemporary design that will promote the principle of environmentally sustainable design. (ii) meets the ACZ's built form guidelines of higher-scaled built form making a more efficient use of the land in close proximity to the Maude Street Mall<sup>2</sup> Meanwhile, apartment development is also permitted in most residential zones, albeit subject to their respective requirements, such as height limits, setbacks, density, design and open space requirements</i>
Crown Land or land requiring rezoning to a suitable zone is <u>unsuitable</u> for the Applicants' Development Proposal	<i>Based on the likely timeframes required to (1) effect a sale/grant, lease and/or change of reservation/use designation and/or (2) achieve a rezoning (both are assumed to require approximately 18 months) (note: it is understood from Council that representatives of the State Government may also have assessed these same sites and concluded similarly)</i>

<sup>1</sup> Proposed sale of land (Maude/Nixon and Edward Streets Car Park) for Social Housing Purposes <https://shaping.greatershepparton.com.au/edward-st-affordable-housing>

<sup>2</sup> Agenda – Greater Shepparton City Council - Council Meeting – Item 12.8 Sale of Land – at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton – Affordable Housing Proposal [https://greatershepparton.com.au/assets/files/documents/governance/meetings/2021/12/Agenda\\_-\\_Council\\_Meeting\\_-\\_21\\_December\\_2021.pdf](https://greatershepparton.com.au/assets/files/documents/governance/meetings/2021/12/Agenda_-_Council_Meeting_-_21_December_2021.pdf)

# Executive Summary

## EVALUATION OUTCOMES

Evaluation of the 16 prospective sites using the evaluation criteria, weighting and scoring guide referenced herein delivered the outcomes shown in the table below, while further key conclusions are discussed overleaf:

EVALUATION CRITERIA			PROPERTY NUMBER															
No.	Description	Weighting	#1	#2	#3	#4	#5	#6	#7	#8	#9	#10	#11	#12	#13	#14	#15	#16
			Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score
EC1	Ownership, Value & Availability	0.35	4	3	4	3	4	1	1	2	1	2	N/A	3	2	2	2	2
EC2	Site Characteristics & Planning	0.25	4	3	3	2	3	2	3	1	3	3	N/A	4	4	4	5	3
EC3	Location, Site Amenities & Transport	0.25	5	5	5	2	3	4	4	2	3	5	N/A	4	4	3	4	5
EC4	Financial Feasibility & Development Delivery Timing	0.15	3	3	3	3	3	2	2	1	2	2	N/A	3	2	2	2	2
<b>WEIGHTED TOTAL</b>			<b>4.10</b>	<b>3.50</b>	<b>3.85</b>	<b>2.50</b>	<b>3.35</b>	<b>2.15</b>	<b>2.40</b>	<b>1.60</b>	<b>2.15</b>	<b>3.00</b>	<b>N/A</b>	<b>3.50</b>	<b>3.00</b>	<b>2.75</b>	<b>3.25</b>	<b>3.00</b>
<b>RANKING</b>			<b>1</b>	<b>3</b>	<b>2</b>	<b>11</b>	<b>5</b>	<b>13</b>	<b>12</b>	<b>15</b>	<b>13</b>	<b>7</b>	<b>16</b>	<b>3</b>	<b>7</b>	<b>10</b>	<b>6</b>	<b>7</b>

Property #1 Nixon/Maude/Edward St Carpark

Property #2 Rowe/High St Carpark

Property #3 Edward Fryers Carpark

Property #4 294 McLennan St, Mooroopna

Property #5 Parkside Gardens

Property #6 Marungi St Carpark

Property #7 Karibok Park

Property #8 34 Mason St

Property #9 18 Purcell St, Shepparton Railway Station Precinct

Property #10 Former CFA Site

Property #11 Former Mooroopna Secondary College

Property #12 Welsford St Carpark

Property #13 Wyndham/Sobraon St

Property #14 Former Pizza Hut

Property #15 20 Hoskin St

Property #16 Maude/Vaughan St Carpark

# Executive Summary

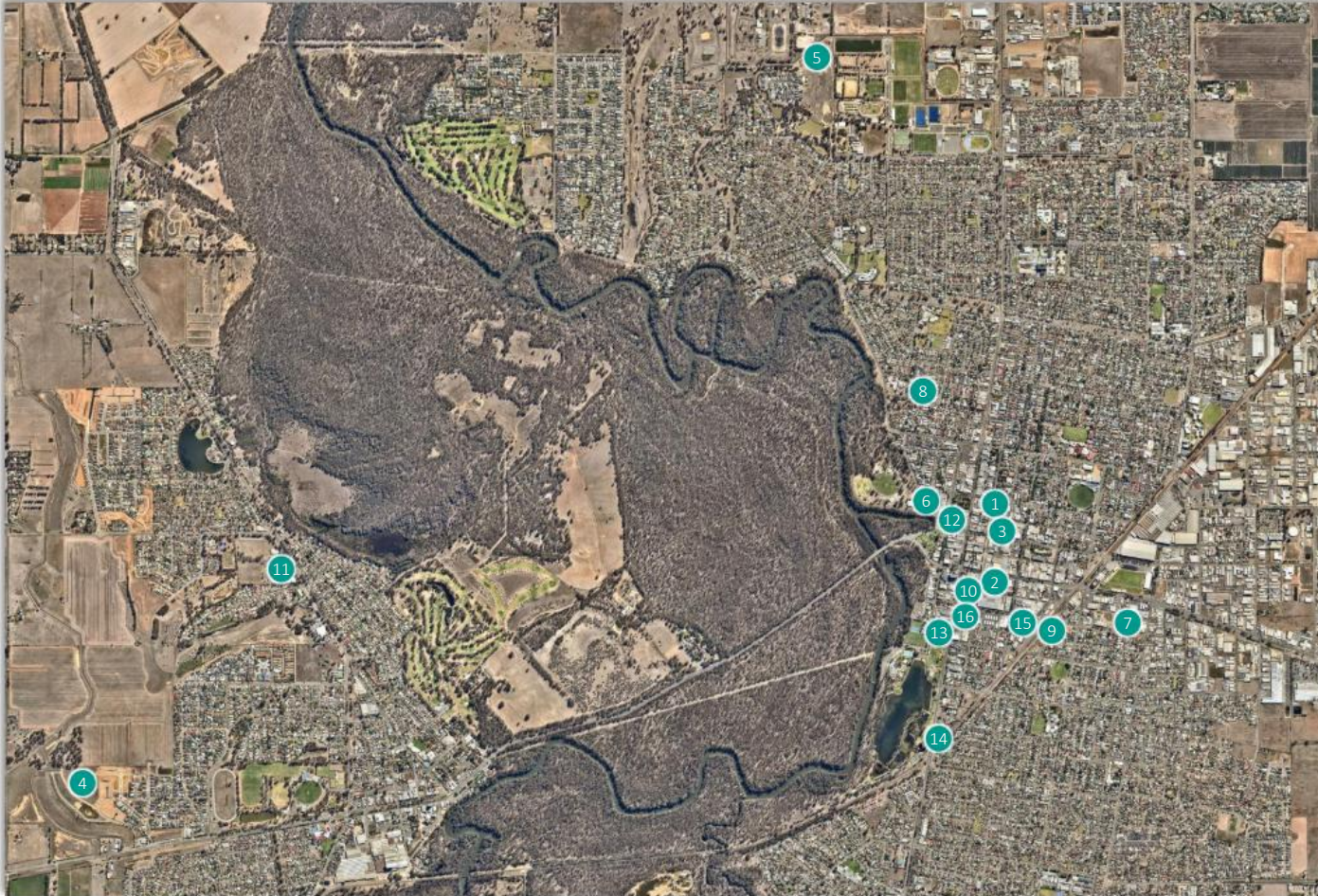
## KEY EVALUATION CONCLUSIONS

The following conclusions may be drawn from the *Evaluation Outcomes*:

- **Of the sites assessed, the Subject Site at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street appears the most suitable to accommodate/allow for commencement of construction of a social housing development, like the Applicants' Development Proposal, within the next 12-18 months**, primarily because it:
  - is Council-owned and therefore (assumed to be) available for development on a timely basis
  - is in a prime location, and currently underdeveloped; and rights to the airspace above the ground level car park are of relatively low value to Council, both financially and strategically (thus, even if they needed to be acquired by the Applicant - not gifted – the requisite cost may not impact the proposed development's feasibility to the extent some of the other sites may)
  - is located within the Activity Centre Zone, the objectives of which would be met by the development
  - appears constrained only by:
    - the need for a built form design that addresses the concerns of the local community and residents, such as overlooking, overshadowing, height, setbacks and landscaping, access (all of which would form part of the requisite planning approval process)
    - the higher delivery cost associated with developing above a ground floor use that is to be retained
- Of the sites considered that have similar features to the Subject Site, (ie CBD sites in the Activity Centre Zone currently occupied by ground level car parks):
  - some may be considered too large (#2 Rowe/High St Carpark, and #16 Maude/Vaughan St Carpark) and others may be too small (#3 Edward Fryers Car Park and Council's owned land at site #12 Welsford St Car Park), based on the development currently proposed
  - those that may be too large are logically of higher financial value (and most likely strategic value) to Council (or in the case of #16, its owner) – that is to say, using them for social housing may not be their highest and best use, or close to that).
- of the other sites deemed unsuitable:
  - most are evaluated that way simply on the basis of their current third-party ownership (private, authority or Crown) and consequent requirement for significant time (>12 months) and/or cost to acquire them and make available
  - some are in sub-optimal or unsuitable locations (distant from amenities, transport, employment).



# Map of Assessed Properties



- Property #1** – Nixon/Maude/Edward St Carpark
  - Property #2** – Rowe/High St Carpark
  - Property #3** – Edward Fryers Carpark
  - Property #4** – 294 McLennan St, Mooroopna
  - Property #5** – Parkside Gardens
  - Property #6** – Marungi St Carpark
  - Property #7** – Karibok Park
  - Property #8** – 34 Mason Street
  - Property #9** – 18 Purcell St, SRSP
  - Property #10** – Former CFA Site
  - Property #11** – Former Mooroopna Secondary College
  - Property #12** – Welsford St Carpark
  - Property #13** – Wyndham/Sobraon St
  - Property #14** – Former Pizza Hut
  - Property #15** – 20 Hoskin Street, SRSP
  - Property #16** – Maude/Vaughan St Carpark
- \*SRSP – Shepparton Railway Station Precinct*

# Property #1: Nixon, Maude, Edward St Car Park (Subject Site)

Overview	
Address(es)	[115-121 Maude St], [92 Nixon St], [5 Edward St], Shepparton VIC 3630
Land Area Information	Land 2,550 sqm
Registered Proprietor	Council
Current Occupancy / Use	Council Car Park
Availability for Social Housing Use	<ul style="list-style-type: none"> <li>Subject to any requirement to relocate/replenish existing council parking</li> <li>Potential use of airspace above car park</li> </ul>
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 75m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Parking Overlay - PO1
Encumbrances, Easements & Notices	Right of carriage way over Edward St and roads reserved

Site Description & Location	
<ul style="list-style-type: none"> <li>The site is centrally located in Shepparton CBD at the junction of Nixon &amp; Maude Streets, connecting through to Edward Street to the south</li> <li>Immediate neighbouring land uses include the ACE Secondary College, law offices, healthcare services, a church, and mainly conventional residential dwellings</li> <li>The site is a block (~180m) from Fryers St retail strip, providing easy access to shops and restaurants, and in close proximity to bus routes along Nixon St and Wyndham St.</li> </ul>	



### Evaluation Summary | Total Weighted Score = 4.1/5

**OWNERSHIP, VALUE & AVAILABILITY (35%)**  
**SCORE: 4/5**  
*Subject to resolution on any requirement to relocate or otherwise replenish the existing car park provision, Council's unencumbered ownership and its relatively low value indicate its timely availability and likely suitability for development of social housing.*

**SITE'S CHARACTERISTICS & PLANNING (25%)**  
**SCORE: 4/5**  
*Its smaller size, zoning and lack of planning and/or title encumbrances respond well to the project requirements, while the use of CBD air rights aligns with broader Council strategy. However, built form design will need to carefully consider and integrate with surrounding uses.*

**LOCATION, SITE AMENITIES & TRANSPORT (25%)**  
**SCORE: 5/5**  
*Prime location in the heart of the CBD, with immediate access to amenities, transport and employments, as is sought by the Applicants.*

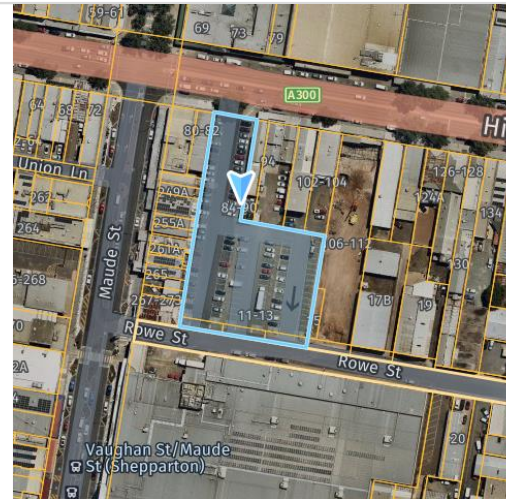
**FINANCIAL FEASIBILITY & DEVELOPMENT DELIVERY TIMING (15%)**  
**SCORE: 3/5**  
*Design and delivery of built form within airspace and within the CBD network would typically attract additional costs (eg access, traffic management) and carry greater risk (eg program/timing).*

# Property #2: Rowe/High St Car Park

Overview	
Address(es)	84-90 High St, Shepparton VIC 3630
Land Area Information	Land 3,913sqm
Registered Proprietor	Council
Current Occupancy / Use	Council Car Park
Availability for Social Housing Use	<ul style="list-style-type: none"> <li>Subject to any requirement to relocate/replenish existing council parking</li> <li>Potential use of airspace above car park</li> </ul>
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 200m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Parking Overlay – PO1
Encumbrances, Easements & Notices	Carriageway 6m & 4.8m in width; Pipeline/Ancillary easement (Goulburn Valley Region Water Authority)

Site Description & Location	
<ul style="list-style-type: none"> <li>Significant site located in the southern boundary of central Shepparton, close to the junction of commercial precincts, High St &amp; Maude St</li> <li>The site neighbours and has direct access to key retail amenities, such as Coles, Kmart, Target, Telstra</li> <li>Buildings to the western boundary benefit from immediate rear access to parking and the site, although no carriageway easement for this area of the site appears to exist</li> <li>3-storey police office building with basement parking under construction immediately to the east.</li> <li>Close proximity to amenities in central Shepparton, and bus links.</li> </ul>	



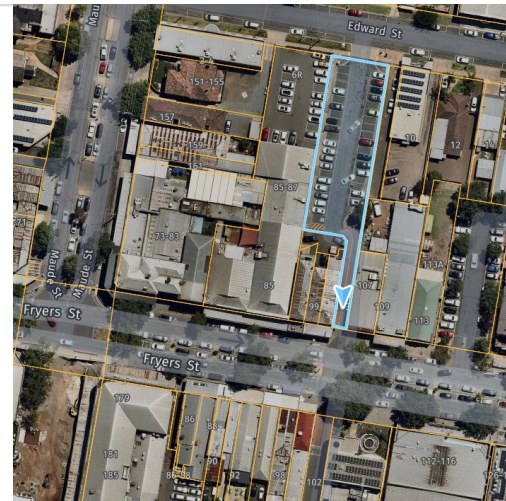
Evaluation Summary   Total Weighted Score = 3.5/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 3/5</b>  <i>Whilst currently underutilised, its high financial and strategic value to Council, coupled with its significant size and prominent location, suggest developing it only for social housing would represent undercapitalisation.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 3/5</b>  <i>While site's scale and planning controls offer a range of options (subject to dealing with the existing use) and using its airspace would align with Council strategy for the zone, limiting/dedicating its use to social housing would compromise its future potential/opportunity.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 5/5</b>  <i>Prime location in the heart of the CBD, with immediate access to amenities, transport and employments, as is sought by the Applicants.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 3/5</b>  <i>Design and delivery of built form within airspace and within the CBD network would typically attract additional costs (eg access, traffic management) and carry greater risk (eg program/timing).</i></p>

# Property #3: Edward Fryers Car Park

Overview	
Address(es)	103 Fryers St, Shepparton VIC 3630
Land Area Information	Land 1,359sqm
Registered Proprietor	Council
Current Occupancy / Use	Council Car Park
Availability for Social Housing Use	<ul style="list-style-type: none"> <li>Subject to any requirement to relocate/replenish existing council parking</li> <li>Potential use of airspace above car park</li> </ul>
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 200m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Heritage Overlay – HO160 on Fryers entrance strip; Parking Overlay – PO1
Encumbrances, Easements & Notices	None identified

Site Description & Location	
<ul style="list-style-type: none"> <li>Located in central Shepparton along the Fryers St retail strip, providing convenient access to retail, health and other amenities, community/public outdoor spaces on the pedestrianised portion of Maude St, the Fryers St Market and GO TAFE</li> <li>The site is located a ~two-block walk, or a one stop bus trip away from Target and Kmart department stores, and a Coles supermarket</li> <li>Bus links on Corio St, Fryers St &amp; Wyndham St</li> </ul>	



Evaluation Summary   Total Weighted Score = 3.85/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 4/5</b>  <i>Council's ownership of the site is assumed to allow for timely availability for development purposes, subject to requirement for relocation/replenishment of existing council parking &amp; use of air rights.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 3/5</b>  <i>While the site's planning/title context and potential for use of airspace align to project requirements, Council strategy, its likely (but unproven) the site's developable area and dimensions may not accommodate a feasible low-rise development in its airspace.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 5/5</b>  <i>Prime location in the heart of the CBD, with immediate access to amenities, transport and employments, as is sought by the Applicants.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 3/5</b>  <i>Design and delivery of built form within airspace and within the CBD network would typically attract additional costs (eg access, traffic management) and carry greater risk (eg program/timing).</i></p>

# Property #4: 294 McLennan Street, Mooroopna

Overview	
Address(es)	294 McLennan St, Mooroopna VIC 3629
Land Area Information	Land ~41,000sqm
Registered Proprietor	Council
Current Occupancy / Use	Vacant
Availability for Social Housing Use	Subject to rezoning
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus ~1.5km (currently)

Title & Planning	
Zoning	Farming Zone (FZ1)
Planning Overlays	Development Contributors Plan Overlay (DCPO3); Development Plan Overlay (DPO14); Land Subject to Inundation Overlay (LSIO); Specific Controls Overlay (SCO3)
Encumbrances, Easements & Notices	Water supply and drainage easements

Site Description & Location	
<ul style="list-style-type: none"> <li>Currently an englobo greenfield site located on the outskirts of Mooroopna on the northern side of the McLennan St/Midland Highway</li> <li>Farming Zone, but a planning scheme amendment/rezoning is currently being prepared (which is assumed to require 18 months, potentially longer)</li> <li>~25-min walk/ 5-min drive to central Mooroopna and the closest amenities; nearest public transport link is understood to be a bus stop ~1.5km south within an existing residential area (ie. access to which necessitates crossing the Midland Highway, where there is no safe crossing nearby).</li> </ul>	



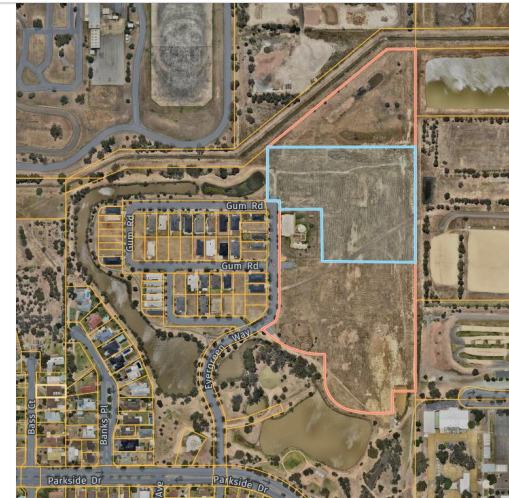
Evaluation Summary   Total Weighted Score = 2.5/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 3/5</b>  <i>While Council owns the site, the timing of its availability for development purposes and its value to Council upon rezoning (and, by extension, the costs/value attributable to the portion of land that would be required for the development of social housing) is uncertain.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 2/5</b>  <i>Rezoning (eg to General Residential Zone) is required to enable social housing as a development option for this site, which is unlikely to be completed within the next 12 months. The site is more suitable for traditional house &amp; land offerings, rather than the type of apartment development proposed by the Applicants</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 2/5</b>  <i>Outlying location that does not currently provide convenient access to amenities, transport - while it is assumed these will be progressively developed with the accompanying new housing, delivery timing is unknown.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 3/5</b>  <i>It is unclear if any of the significant costs associated with the rezoning and required servicing of this site would need to be passed on to an incoming developer.</i></p>

# Property #5: Parkside Gardens

Overview	
Address(es)	45 Parkside Drive, Shepparton VIC 3630
Land Area Information	Land ~30,000sqm
Registered Proprietor	Council
Current Occupancy / Use	Vacant
Availability for Social Housing Use	Subject to an agreement with Council (as the landowner), noting that the site was always envisaged for a general residential use
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 500m

Title & Planning	
Zoning	General Residential Zone (GRZ1)
Planning Overlays	Development Plan Overlay (DPO7); Land Subject to Inundation Overlay (LSIO); Specific Controls Overlay (SCO1 & SCO3)
Encumbrances, Easements & Notices	Encumbering easements (electricity supply, sewerage, pipeline/ancillary, powerline) along eastern border

Site Description & Location	
<ul style="list-style-type: none"> <li>Englobo greenfield site located to the north-west of central Shepparton, which neighbours the Bangerang Cultural Centre, a residential cluster, and former Wanganui High School (earmarked to remain as a school site)</li> <li>The site forms part of a larger undeveloped parcel of land (~4ha)</li> <li>Nearest supermarket and complimentary retail amenity is ~2.5km east on Goulburn Valley Highway</li> <li>~7-min walk to the nearest bus stop on Parkside Dr, which provides access to North Shepparton Community and Learning centre, sports facilities and bus exchange options into central Shepparton.</li> </ul>	



Evaluation Summary   Total Weighted Score = 3.35/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 4/5</b>  <i>While Council's ownership of the site is assumed to allow for its timely availability for development purposes, the costs/value attributable to the portion of land that would be required for social housing is uncertain.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 3/5</b>  <i>While the site's zoning generally requires the delivery of housing, its mandatory height limits and other controls promote traditional house &amp; land offerings, rather than high-density apartment development.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 3/5</b>  <i>Outlying location that does not currently provide convenient access to amenities but has transport links within a 7-min walk - while it is assumed these will be progressively developed with the accompanying new housing, delivery timing is unknown.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 3/5</b>  <i>In addition to the unknown cost of the land that may be apportioned to social housing, it is not known which of and how much the planning overlays may materially impact the feasibility of any development on the site.</i></p>

# Property #6: Marungi St Car Park

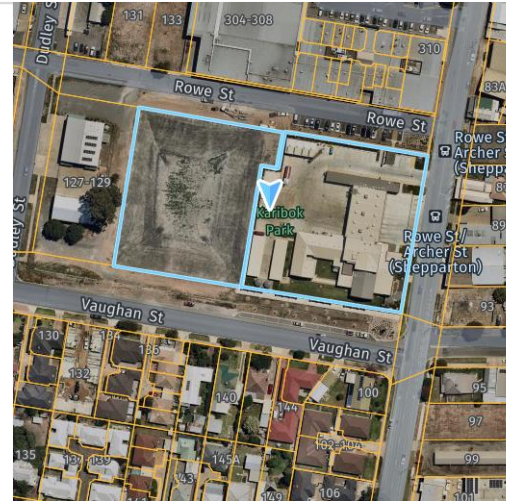
Overview	
Address(es)	36-50 Marungi St, Shepparton VIC 3630 Crown Allot. 1E Sec. R TOWNSHIP OF SHEPPARTON
Land Area Information	Land 5,260sqm
Registered Proprietor	CROWN LAND – Reservation: Temporary Public Purposes (Car Park) Crown Land Administrator: Greater Shepparton City Council
Current Occupancy / Use	Council Car Park
Availability for Social Housing Use	Subject to an agreement (eg Crown Grant, Long Term Lease, etc.) being reached to transfer the land, and subject to its rezoning
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 450m
Title & Planning	
Zoning	Public Use-Local Government (PUZ6)
Planning Overlays	Bushfire Management Overlay (BMO); Land Subject to Inundation Overlay (LSIO); Identified as an area of Aboriginal Cultural Heritage Sensitivity
Encumbrances, Easements & Notices	None identified
Site Description & Location	
<ul style="list-style-type: none"> <li>Located to the west of central Shepparton behind council offices, servicing Princess Park and neighbouring the Shepparton Library to the east and a mix of residential dwellings and low scale commercial uses to the north</li> <li>Walking distance (~6-min walk) to Wyndham &amp; Fryers St for services and amenities</li> <li>Bus links along Wyndham St/Goulburn Valley Highway</li> </ul>	



Evaluation Summary   Total Weighted Score = 2.15/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b> <b>SCORE: 1/5</b></p> <p><i>Given its current: use, high \$ value, prominent civic location zoning and ownership (as well as its various planning controls, which may constrain any form of development), we consider this site is highly unlikely to be available for social housing within the foreseeable future.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b> <b>SCORE: 2/5</b></p> <p><i>Refer comments opposite regarding zoning and planning controls.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b> <b>SCORE: 4/5</b></p> <p><i>Good location in central Shepparton, with convenient access to amenities, community infrastructure and public transport.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b> <b>SCORE: 2/5</b></p> <p><i>As outlined above, aside from recognising the land's current value, there would be significant cost associated with seeking to enable the site to be made available and used for social housing purposes.</i></p>

# Property #7: Karibok Park

Overview	
Address(es)	131 Vaughan St, Shepparton VIC 3630 <i>Crown Allot. 3 Sec. 28B TOWNSHIP OF SHEPPARTON</i>
Land Area Information	Land ~5,380sqm
Registered Proprietor	CROWN LAND – <i>Reservation: Temporary - Park and Recreation</i> Crown Land Administrator: Greater Shepparton City Council
Current Occupancy / Use	Drainage Basin
Availability for Social Housing Use	Subject to an agreement (eg Crown Grant, Long Term Lease, etc.) being reached to transfer the land
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 300m / Train 450m
Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	None identified
Encumbrances, Easements & Notices	None identified
Site Description & Location	
<ul style="list-style-type: none"> <li>Located in the eastern side of Shepparton, in an area of both semi-industrial and residential precincts</li> <li>The site has close access to amenities such as a supermarket, bus routes along Archer St, and walking distance to Shepparton Railway Station</li> <li>There are multiple proposed social housing projects close to this site</li> <li>The specific area of the land identified for assessment comprises its vacant western portion, which features (what we understand is) a deep drainage basin (refer picture), which was left exposed following demolition of the previous improvements.</li> </ul>	



Evaluation Summary   Total Weighted Score = 2.4/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b> <b>SCORE: 1/5</b></p> <p><i>On account of its current ownership/reservation and drainage basin, this site is unlikely to be available for social housing purposes at any time within the next 2-3 years.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b> <b>SCORE: 3/5</b></p> <p><i>While the zoning would support social housing and there are no known planning controls or encumbrances constraining its development, due diligence on the site may be required to assess the opportunity, risk and cost of building above, or on top of the drainage basin.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b> <b>SCORE: 4/5</b></p> <p><i>Suitable site for social housing, with good access to amenities, public transport and employment.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b> <b>SCORE: 2/5</b></p> <p><i>Aside from recognising the land's current value, there would be significant cost associated with changing site ownership and, as above, there may higher than normal costs associated with developing it.</i></p>

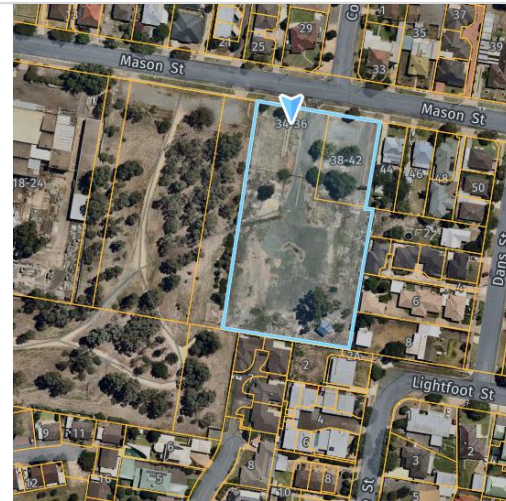


# Property #8: Mason Street

Overview	
Address(es)	34-42 Mason St, Shepparton VIC 3630
Land Area Information	Land ~8,075sqm
Registered Proprietor	Authority
Current Occupancy / Use	Vacant across majority of the lot; Water Tank at south-east corner
Availability for Social Housing Use	Subject to agreement with current owner
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 350m

Title & Planning	
Zoning	Residential Growth Zone (RGZ1)
Planning Overlays	Identified as a designated Bushfire Prone Area
Encumbrances, Easements & Notices	Significant encumbering easements for (what we understand is) pipelines/ancillary purposes

Site Description & Location	
<ul style="list-style-type: none"> <li>Located north-east of central Shepparton, in a predominantly residential neighbourhood</li> <li>A water pump station occupies the south-east corner of the lot, with a significant easement registered on title for associated pipelines (assumed still to be active, but this is not confirmed). Existing trees could also potentially inhibit any development</li> <li>The site to the west was a former tip (now a reserve), indicating potential risk in ground conditions (eg soil quality, contamination)</li> <li>Closest bus route runs along nearby The Boulevard (~5-min walk)</li> </ul>	



Evaluation Summary   Total Weighted Score = 1.6/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 2/5</b>  <i>Assumed unavailable unless/until an agreement could be reached with the owner.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 1/5</b>  <i>While the zoning may support social housing, a more detailed assessment of the site would be required to ascertain the status of/requirements in relation to the pump station, the associated pipelines/easements, in-ground and bushfire risks.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 2/5</b>  <i>The location of the site is somewhat isolated from key amenities, which would necessitate the public transport services situated ~5 mins from the site.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 1/5</b>  <i>Potential for significant incremental development costs considering the findings noted above, and potential costs associated with transfer/acquisition.</i></p>

# Property #9: Shepparton Railway Station Precinct

Overview	
Address(es)	12 Purcell St, Shepparton VIC 3630
Land Area Information	Land ~8,060sqm
Registered Proprietor	Authority
Current Occupancy / Use	Not specified (but understood to be reserved for car parking)
Availability for Social Housing Use	<ul style="list-style-type: none"> <li>Subject to agreement with owner/ current tenancy</li> <li>Subject to finalisation/implementation of the Shepparton Railway Precinct Master Plan (May 2017)</li> </ul>
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 50m / Train 50m
Title & Planning	
Zoning	Mixed Use Zone (MUZ) and/or Transport Zone (TRZ1) <i>(site boundaries subject to finalisation of masterplan)</i>
Planning Overlays	Development Plan Overlay (DPO17), Environment Audit Overlay (EAO), Heritage Overlay (HO91 & HO362), Parking Overlay (PO1), Specific Controls Overlay (SCO14)
Encumbrances, Easements & Notices	None identified
Site Description & Location	
<ul style="list-style-type: none"> <li>Authority-owned site that forms part of the railway station precinct, which is located to the south-east of central Shepparton, and backs on to a residential area</li> <li>~7-min walk to amenities, such as Woolworths supermarket and other retail offerings</li> <li>Immediate access to both bus (Purcell St bus stop) and Train</li> </ul>	



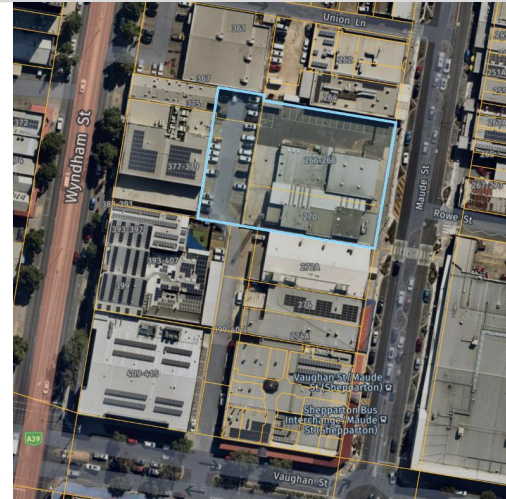
Evaluation Summary   Total Weighted Score = 2.15/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b> <b>SCORE: 1/5</b></p> <p><i>Assumed unavailable unless/until an agreement could be reached with the owning authority, noting it may also already be earmarked to be reserved/allocated for Car Parking purposes.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b> <b>SCORE: 3/5</b></p> <p><i>While the zoning may support social housing, its immediate proximity to train lines makes this use unlikely. A variety of planning overlays present complexity for design and development planning.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b> <b>SCORE: 3/5</b></p> <p><i>The site is within short walking distance to amenities, transport and employment.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b> <b>SCORE: 2/5</b></p> <p><i>Despite its low value, there is the potential for significant incremental development costs when considering the planning controls, associated risks, and potential costs associated with any transfer/acquisition.</i></p>

# Property #10: Former CFA Site

Overview	
Address(es)	266-270 Maude St, Shepparton VIC 3630
Land Area Information	Land ~3,350sqm
Registered Proprietor	Authority
Current Occupancy / Use	Former CFA station, current use not specified
Availability for Social Housing Use	Subject to agreement with the current owner/ occupier
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 120m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Parking Overlay (PO1) Identified as a designated bushfire prone area
Encumbrances, Easements & Notices	None identified

Site Description & Location	
<ul style="list-style-type: none"> <li>Located within central Shepparton on Maude St, with car parking to the west of the property accessible via laneway</li> <li>Immediate neighbouring uses include retail shops and eateries. Further amenities, including Kmart and Coles stores, and social services, are located within ~300m</li> <li>Former/recent use as a fire station indicates potential risk of PFAS contamination (but unknown at this time)</li> <li>The site has access to several bus routes along Maude Street, with the nearest stop ~1-min walk.</li> </ul>	



Evaluation Summary   Total Weighted Score = 3/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b> <b>SCORE: 2/5</b> <i>Assumed unavailable for social housing or any other Council-led development unless/until an agreement is reached with the owning authority. The site represents a significant strategic holding within the CBD.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b> <b>SCORE: 3/5</b> <i>While the zoning may support social housing and the existing buildings may also be able to be repurposed, further site due diligence is required to assess this and the potential PFAS-related risks.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b> <b>SCORE: 5/5</b> <i>Prominent location within walking distance to amenities, transport and employment.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b> <b>SCORE: 2/5</b> <i>Despite its relatively low value, as above, there is potential risk of significant incremental development costs, over and above the costs associated with any transfer/acquisition of the land from the current owner.</i></p>

# Property #11: Former Mooroopna Secondary College

Overview	
Address(es)	141-179 Echuca Rd, Mooroopna VIC 3629
Land Area Information	101,200 sqm
Registered Proprietor	State Government
Current Occupancy / Use	Reserved
Availability for Social Housing Use	Not available – reserved for school purposes
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	-

Title & Planning	
Zoning	Urban Floodway Zone (UFZ), Public Use Zone – Education (PUZ2)
Planning Overlays	Floodway Overlay (FO), Land Subject to Inundation Overlay (LSIO), Specific Controls Overlay (SCO3)
Encumbrances, Easements & Notices	Easements to Shire of Rodney & Mooroopna Waterboard

Site Description & Location	
<b>SITE IS NO LONGER CONSIDERED AVAILABLE FOLLOWING RECENT ANNOUNCEMENT THAT IT IS TO BE USED FOR EDUCATION PURPOSES</b>	



Evaluation Summary   Total Weighted Score = N/A	
<ul style="list-style-type: none"> <li>▪ SITE IS NO LONGER CONSIDERED AVAILABLE FOLLOWING RECENT ANNOUNCEMENT THAT IT IS TO BE USED FOR EDUCATION PURPOSES.</li> <li>▪ PLEASE REFER TO THIS ARTICLE: <a href="https://www.sheppnews.com.au/news/merlino-flags-future-plans-for-former-school-sites/">https://www.sheppnews.com.au/news/merlino-flags-future-plans-for-former-school-sites/</a></li> </ul>	

# Property #12: Welsford St Car Park

Overview	
Address(es)	56-59 & 57 Welsford St, Shepparton VIC 3630
Land Area Information	<ul style="list-style-type: none"> <li>57 (Blue Outline) → Land 840sqm</li> <li>56-59 (Pink Outline) → Land 1,430sqm</li> </ul>
Registered Proprietor	<ul style="list-style-type: none"> <li>57 (Blue Outline) → Council</li> <li>56-59 (Pink Outline) → Private Owner</li> </ul>
Current Occupancy / Use	Council Car Park
Availability for Social Housing Use	<ul style="list-style-type: none"> <li>Potentially subject to an agreement with adjoining owner/ current joint occupier of car park</li> <li>Potential use of airspace</li> </ul>
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 350m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Bushfire Management Overlay (BMO1), Parking Overlay (PO1), Identified as an area of Aboriginal culture heritage sensitivity
Encumbrances, Easements & Notices	Easement & Right of Carriageway

Site Description & Location	
<ul style="list-style-type: none"> <li>Located in the north-east of Shepparton CBD, opposite the Council's offices</li> <li>The impacts, if any, of the easement/s registered on these titles requires clarification</li> <li>Main commercial strips of Fryers St and Wyndham St to the south-east, making the site within walking distance to key amenities. The site is also situated two public green spaces, Gardens and Monash Park.</li> <li>The closest bus stop is on Wyndham St, a ~5-min walk from the site.</li> </ul>	



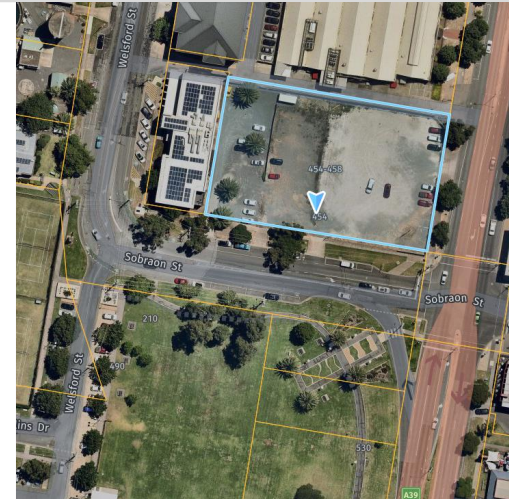
Evaluation Summary   Total Weighted Score = 3.5/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 3/5</b>                      As noted/shown, Council owns only the smaller of the two sites that comprise this car park, hence further assessment may be required to assess the value, availability and overall suitability of this site for social housing purposes.</p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 4/5</b>                      While the zoning may support social housing, the Council site on its own may be too small and the potential impact of carriageway easement/s requires clarification. Additionally, we note the immediate adjacency of a gaming venue may deter housing providers and compromise planning/Govt funding opportunities</p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 4/5</b>                      Good location in central Shepparton, with convenient access to amenities, employment and transport.</p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 3/5</b>                      Acquisition of some or all of the adjoining site may be necessary for Council to establish a sufficient land area.</p>

# Property #13: Wyndham/Sobraon St

Overview	
Address(es)	454-458 Wyndham St, Shepparton VIC 3630
Land Area Information	Land 3,840sqm
Registered Proprietor	Private Owner
Current Occupancy / Use	Unmarked Car Park
Availability for Social Housing Use	Subject to agreement with owner/ current tenancy
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 350m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Floodway Overlay (FO), Land Subject to Inundation (LSIO), Parking Overlay (PO1)
Encumbrances, Easements & Notices	None identified

Site Description & Location	
<ul style="list-style-type: none"> <li>Located to the south of Shepparton CBD, the site is situated at the junction of Wyndham &amp; Sobraon St</li> <li>The site neighbours markets/supermarkets to the north, hotel accommodation to the west, and directly opposite to the east is an entertainment facility, the Shepparton which contains pokies, a TAB</li> <li>To the south of the site is an open community area with vast green spaces and recreational amenities</li> <li>Bus routes are a block away on Maude St, with the closest bus stop within a 5-min walk</li> <li>It is understood the site has a planning approval for a ~5,000sqm (2-storey) office + 5,000sqm (2-storey) apartment block.</li> </ul>	



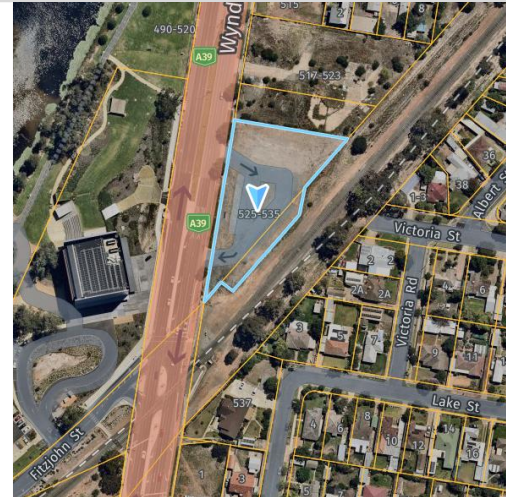
Evaluation Summary   Total Weighted Score = 3/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 2/5</b>  <i>Enabling this large, high value site for social housing purposes would necessitate acquiring some or all of the land through agreement with the current owner. Given its current value, this is highly unlikely.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 4/5</b>  <i>The zoning should support social housing and the planning controls are unlikely to constrain development of it. However, we note the immediate proximity of a gaming venue may deter housing providers and compromise planning/Govt funding opportunities.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 4/5</b>  <i>The site is well located in central Shepparton with good access to amenities, transport, employment and recreation.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 2/5</b>  <i>Delivery of social housing on the site by acquiring an interest in the land or partnering with the landowner on its approved development is assumed to be unfeasible for the Applicants due to the current land value.</i></p>

# Property #14: Former Pizza Hut

Overview	
Address(es)	525-535 Wyndham St, Shepparton VIC 3630
Land Area Information	Land 3,925sqm
Registered Proprietor	Private Owner
Current Occupancy / Use	Vacant (former building recently demolished)
Availability for Social Housing Use	Subject to Agreement w owner/ current tenancy
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 500m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Land Subject to Inundation Overlay (LSIO), Parking Overlay (PO), Specific Controls Overlay (SCO14)
Encumbrances, Easements & Notices	Removed from Public Version due to privacy

Site Description & Location	
<ul style="list-style-type: none"> <li>Located to the south of central Shepparton, the site sits on a triangular plot on the confluence of Wyndham St and Goulburn Valley rail tracks (railway crossing present)</li> <li>Neighbouring land uses are predominantly recreational, with Lake Victoria Park and Shepparton Art Museum adjacent to the site, as well as tourist accommodation</li> <li>Lacks direct access to key amenities, and the nearest bus stop is on Maude Street, a ~6-min walk.</li> </ul>	



Evaluation Summary   Total Weighted Score = 2.75/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 2/5</b>  <i>The site is currently available for lease, with the owner proposing to marketing a willingness to consider all proposals for land use and development. However, assuming ownership at a value that could support a social housing development is highly unlikely.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 4/5</b>  <i>The zoning should support social housing and the planning controls are unlikely to significantly constrain development of it. However, given its proximity to the rail line and to significant civic/community assets, its use for housing is unlikely to be its highest and best use.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 3/5</b>  <i>Despite being close to a prominent residential neighbourhood, the site lacks in walkability to amenities, thus the bus service may be necessary to access them.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 2/5</b>  <i>The opportunity to deliver social housing on the site by acquiring an interest in the site, or leasing it, is assumed to be unfeasible for the Applicants due to the current land value.</i></p>

# Property #15: Hoskin Street, Shep Railway Stn. Pct.

Overview	
Address(es)	20 Hoskin St, Shepparton VIC 3630
Land Area Information	Land 4,165sqm
Registered Proprietor	Private Owner
Current Occupancy / Use	Development Ongoing
Availability for Social Housing Use	Subject to negotiation
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 220m

Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Parking Overlay (PO1)
Encumbrances, Easements & Notices	Easement Identified but purpose and status unknown/unclear

Site Description & Location	
<ul style="list-style-type: none"> <li>Located to the south of central Shepparton, close to the western side of the city's railway station.</li> <li>Immediate neighbouring land uses are predominantly service workshops and supply stores</li> <li>The site is a convenient ~4-min walk along Vaughn St to amenities that include Kmart and Coles stores</li> <li>Bus routes are available to the west on Corio St, and another block away on Maude St, with the nearest bus stop within a ~3-min walk</li> <li>It is understood that a community housing provider may be in discussions with the landowner over a proposed partnership to develop social and/or affordable housing.</li> </ul>	

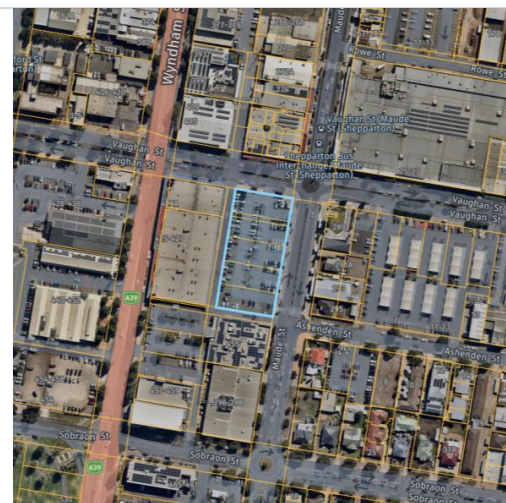


Evaluation Summary   Total Weighted Score = 3.25/5	
<p><b>OWNERSHIP, VALUE &amp; AVAILABILITY (35%)</b>  <b>SCORE: 2/5</b>  <i>Enabling this site for social housing purposes would necessitate acquiring some or all of the land through agreement with the current owner. Given its current value, this is highly unlikely.</i></p>	<p><b>SITE'S CHARACTERISTICS &amp; PLANNING (25%)</b>  <b>SCORE: 5/5</b>  <i>The zoning should support social housing and the planning controls are unlikely to significantly constrain development of it. However, a better understanding of the easements registered on title and their potential impact on development would be required.</i></p>
<p><b>LOCATION, SITE AMENITIES &amp; TRANSPORT (25%)</b>  <b>SCORE: 4/5</b>  <i>The site is well located, providing convenient access to amenities, employment, and public transport.</i></p>	<p><b>FINANCIAL FEASIBILITY &amp; DEVELOPMENT DELIVERY TIMING (15%)</b>  <b>SCORE: 2/5</b>  <i>The opportunity to deliver social housing on the site by acquiring an interest in the site, or leasing it, is assumed to be unfeasible for the Applicants due to the current land value.</i></p>



# Property #16: Maude/Vaughan St Carpark

Overview	
Address(es)	25-31 Vaughan St, Shepparton VIC 3630
Land Area Information	Land 4,610sqm
Registered Proprietor	Private Owner
Current Occupancy / Use	Maude/Vaughan St Carpark (third party owned and operated)
Availability for Social Housing Use	<ul style="list-style-type: none"> <li>Subject to any requirement to relocate/replenish existing parking, which we understand is provided pursuant to a s173 Agreement registered on title, noting this as a prominent car park adjacent to the Shepparton Bus Interchange</li> <li>Potential use of Air rights</li> </ul>
Ratable Value	Removed from Public Version due to privacy
Proximity to Public Transport	Bus 5m
Title & Planning	
Zoning	Activity Centre Zone (ACZ1)
Planning Overlays	Parking Overlay (PO1), Identified as a Designated Bushfire prone area
Encumbrances, Easements & Notices	Removed from Public Version due to privacy
Site Description & Location	
<ul style="list-style-type: none"> <li>Located within central Shepparton along Maude St, with entry via Vaughan St</li> <li>Immediate neighbouring land uses are retail shops and eateries, including Chemist Warehouse and JB Hi-Fi, Farm Fresh supermarket and a complex housing Kmart and Coles</li> <li>Other amenities and social services, such as Centrelink and disability services (APM) are located along the same street, ~100m away</li> <li>The site has access to multiple bus routes along Maude Street, with the Shepparton Bus Interchange (ie. 4 bus stops) located at the site's boundary.</li> </ul>	



## Evaluation Summary | Total Weighted Score = 3/5

### OWNERSHIP, VALUE & AVAILABILITY (35%) SCORE: 2/5

Enabling this site for social housing purposes would necessitate acquiring some or all of the land through agreement with the current owner. Given its current value, this is highly unlikely.

### SITE'S CHARACTERISTICS & PLANNING (25%) SCORE: 3/5

While site's scale and planning controls offer a range of options (subject to dealing with the existing use) and using its airspace would align with Council strategy for the zone, limiting/dedicating its use to social housing would compromise its future potential/opportunity.

### LOCATION, SITE AMENITIES & TRANSPORT (25%) SCORE: 5/5

Prime location in the heart of the CBD, with immediate access to amenities, transport and employments, as is sought by the Applicants.

### FINANCIAL FEASIBILITY & DEVELOPMENT DELIVERY TIMING (15%) SCORE: 2/5

The opportunity to deliver social housing on the site by acquiring an interest in the site, or leasing it, is assumed to be unfeasible for the Applicants due to the current land value.

# Information Sources & Disclaimer

## Information Sources

In addition to our physical site inspections, key information sources relied upon by SEMZ to enable/support completion of this report include:

- Documentation provided to SEMZ by Council, including:
  - Addresses, Indicative Land Areas (ie for englobo land sites yet to be subdivided), Title Searches, Title Plans and Rateable Values
  - A summary of consultation outcomes (eg submissions, objections received)
  - Correspondence between Council and the Applicants (outlining the Applicants' general requirements for social housing development projects)
- Information available through Council's website, including with respect to:
  - The Applicants' Development Proposal
  - The submissions received by Council following consultation
  - Relevant Council planning documents and strategies, such as:
    - *Greater Shepparton Affordable Housing Strategy: Houses for People 2020*
    - *Greater Shepparton Housing Strategy 2011*
    - *Greater Shepparton CBD Strategy 2008*
    - *Shepparton and Mooroopna 2050: Regional City Growth Plan 2021*
    - *Greater Shepparton Planning Scheme*
- Other publicly-available information, including:
  - *Planning Property Reports* (<https://www.planning.vic.gov.au/schemes-and-amendments/planning-report-search>)
  - Various mapping tools, such as *Google Maps*, *Google Earth*, *Nearmap*

## Disclaimer

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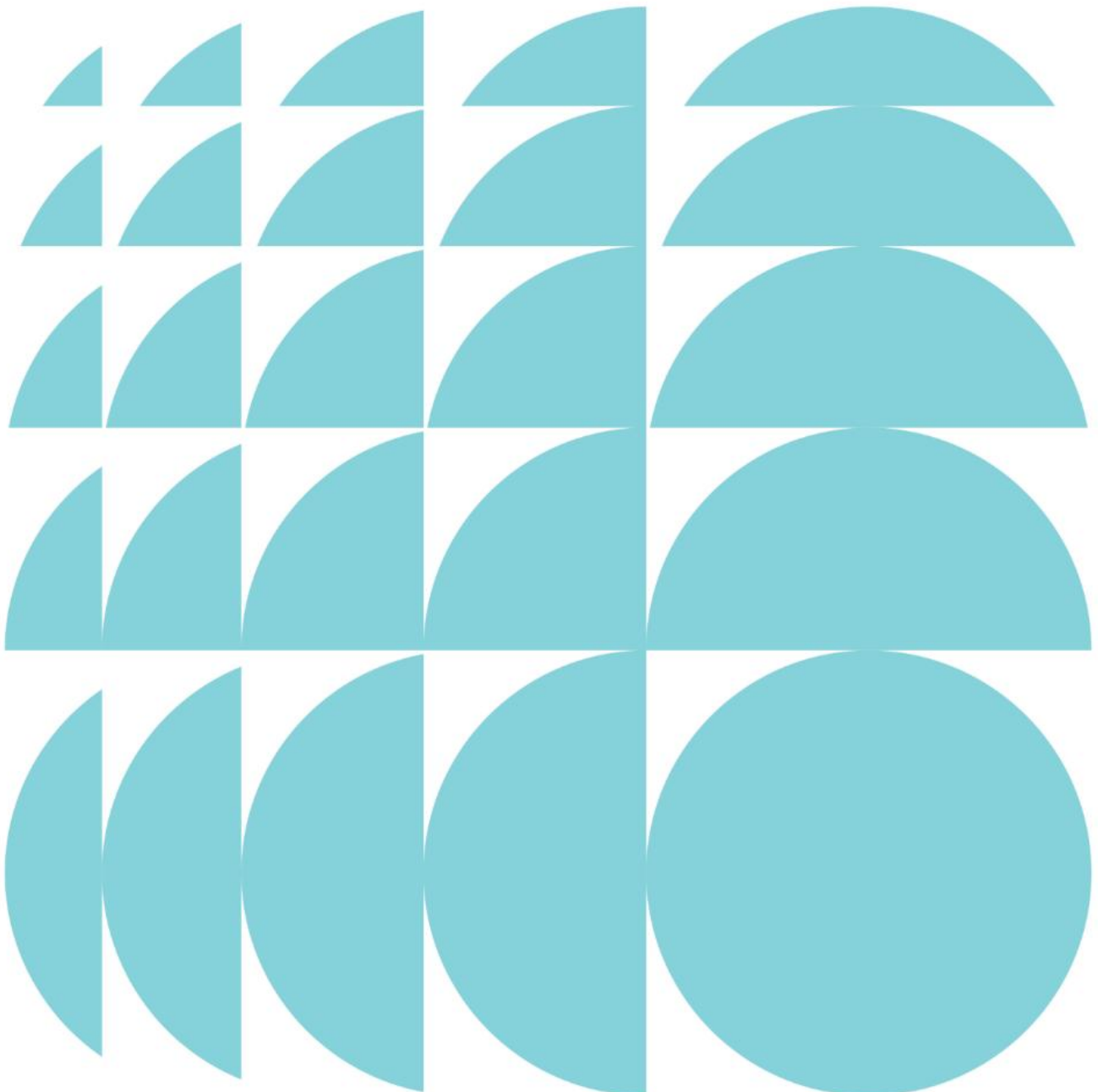
**Social Impact Assessment**

Maude/Nixon and Edward Street Social Housing

Prepared for Greater Shepparton City Council

Final version

16 June 2022 | 3220138



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**CONTACT**

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VERSION NO.	DATE OF ISSUE	REVISION BY	APPROVED BY
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2.0 Draft	9/6/2022	MB	TP
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## 1.0 Introduction

### 1.1 Overview and scope

This Social Impact Assessment (SIA) has been prepared by Ethos Urban in order to assist Greater Shepparton City Council's (Council) decision-making for the sale of air space over a car park at the corner of Maude and Nixon Street (the Project).

In late 2021, Council received a request from Beyond Housing and Wintringham to construct social housing on Council-owned land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton: the Maude/Nixon and Edward Streets Car Park.

Both organisations are Registered Housing Associations and have long operated in the Greater Shepparton and the wider Goulburn Valley areas offering social housing and support services.

The proposal seeks to construct a three to four storey building consisting of a public ground floor car park, a residential car park on the second storey, and one-two bedroom apartments on the third and fourth storeys.

This SIA has been prepared based on concept designs available at this early stage of the development process. As such, there is limited detail available on the construction period of the proposal, so some social impacts expected during the construction phase has been discussed at a high level, but cannot be considered in detail at this point.

### 1.2 Assessment methodology

There is no Greater Shepparton City Council or Victorian Government prescribed scope or methodology for social impact assessments. Historically it has been up to social impact professionals to make a judgement as to the appropriate content of a social impact assessment given the nature and scale of a project. SIAs in Victoria may be guided by high-level scoping requirements from the Minister for Planning when it is required as part of an Environmental Effects Statement (EES). In view of these circumstances, the NSW Department of Planning and Environment's *Social Impact Assessment Guideline* (July 2021) has been used to guide the methodology of this SIA.

The NSW DPE SIA Guideline represents best practice guidance in Australia for the assessment of social impacts on major infrastructure and building projects across a comprehensive range of categories in order to meet the requirements of numerous consent authorities. The final Guideline was informed by public consultation with SIA professionals across Australia. For reference, [the Guideline is available here](#).

As outlined in the NSW DPE SIA Guideline, social impacts vary in their nature and can be positive or negative, tangible or intangible, physically observable, or psychological (fears and aspirations). Social impacts can be quantifiable, partly quantifiable or qualitative. They can also be experienced or perceived differently by different people and groups within a community, or over time.

This social impact assessment involves a number of steps, including a baseline analysis of the existing socio-economic environment of a defined study area or areas; identifying list of stakeholders and considering their views; scoping of relevant issues; identification and assessment of potential impacts against the specified suite of factors set out in the SIA Guideline; determination of the significance of the impacts, and identification of measures to manage or mitigate the project's potential negative impacts and enhance potential benefits.

The methodology employed in preparing this SIA is designed to ensure that the social environment of communities potentially impacted by a project is properly accounted for and recorded, and anticipated impacts are adequately considered and assessed.

Further detail on the SIA methodology can be found in **Section 6**.

#### 1.2.1 Content of this report

Stages in the preparation of this Social Impact Assessment are as follows:

- Baseline analysis of the existing socio-economic environment, involving:
  - Study area definition, including primary and secondary geographic areas likely to be impacted (see **Section 2.4** of this report)
  - Review of relevant background information, along with relevant local and state policy frameworks (see **Section 3.0**)
  - Local social context including demographic analysis of current communities and relevant social issues and trends (see **Section 4.1**)
- Stakeholder and community engagement: Findings of stakeholder and community consultation undertaken by the Proponent have been reviewed to identify community and stakeholder aspirations and values (see **Section 5.0**).
- Identification of impacts as per the SIA Guideline parameters. The social impact assessment ultimately appraises the significance of each identified impact based on its duration, extent and sensitivity of impact “receivers.” This results in a social significance rating for impacts and benefits, as per the social impact significance matrix shown in **Section 6.0**.
- Identification of mitigation strategies to manage impacts and enhance benefits of the development (**Section 6.0**).

### 1.3 References

This SIA draws on the following sources and documents:

- Site visit, conducted on 4 May 2022
- Australian Bureau of Statistics Census of Population and Housing 2016
  - Access via .id Greater Shepparton Community Profiles
- Local newspapers (complete reference found in footnotes)
- Regional and local strategic planning documents
  - Homes for Victorians 2017
  - Plan Melbourne 2017
  - Shepparton & Mooroopna 2050: Regional City Growth Plan 2021
  - Greater Shepparton Affordable Housing Strategy: Houses for People 2020
  - Greater Shepparton Affordable Housing Issues and Opportunities Paper 2020
  - Greater Shepparton 2030 Strategic Plan 2006
  - Greater Shepparton 2018-2028 Public Health Strategy
- Australian Housing and Urban Research Institute. (2013). *Understanding and addressing community opposition to affordable housing development*.
- Nygaard, C. (2019). *Social and Affordable Housing as Social Infrastructure*. Swinburne University of Technology.

## 2.0 Project and context

### 2.1 Site location and context

The proposed site is located at 115-121 Maude Street and 92 Nixon Street in the Greater Shepparton Local Government Area. The site is approximately 2,500 sqm area of Council-owned land with an L-shape configuration. The site is currently being used as a public car park with an estimated capacity of 60 vehicles.

### 2.2 Surrounding development context

The site is centrally located in the Shepparton Central Business District (CBD) area, situated next to an educational facility (Shepparton ACE Secondary College) and is in close proximity to numerous retail office developments located on Edward Street, Maude Street, Fryers Street and the Goulburn Valley Highway. The land is within the boundaries of Shepparton's Activity Centre Zone (ACZ) and is easy walking distance to Maude St Mall, Shepparton's core retail precinct. To the north of the site is predominantly residential development.

### 2.3 Proposed development

The proposed development will be a vertical expansion of the existing public car park on Council-owned land to include social housing. The proposal seeks to retain and redevelop the existing parking infrastructure and construct a three to four storey building on the site. The conceptual design for the proposed development seeks to adopt innovative and contemporary sustainable design in alignment with the principle of environmentally sustainable development and will be comprised of the following key elements:

- Public car park on ground level
- Public and residential car park on the first level
- 31 one- and two-bedroom apartment units on the second and third levels of the building with:
  - 15 one-bedroom units operated by Wintringham for older (50+ years) residents who have a background of homelessness and are on statutory incomes (such as aged pension or disability pension)
  - 16 units, a mix of one bedroom and two bedrooms, operated by Beyond Housing for residents across all ages from the social housing priority list
- New public open space on the corner of Nixon and Maude Streets.

The social housing will be delivered by Beyond Housing and Wintringham, both of which are Registered Housing Associations and have worked in the Greater Shepparton and wider Goulburn Valley subregion for a substantial period of time. Beyond Housing and Wintringham will deliver the project from construction to long-term asset management, assuming ownership of the apartment units upon completion of the proposed project. The proposed plan for the development may result in loss of eight car spaces, but nearby Maude Street Mall redevelopment will provide additional 32 new car spaces.

### 2.4 Study area

For the purposes of the Social Impact Assessment, two study areas have been chosen taking into consideration the need to factor in both local social impacts and those likely to occur on a broader scale. A map illustrating the study area is shown in Figure 1 over page.

#### 2.4.1 Primary study area

For this assessment, a Primary Study Area (PSA) has been defined to represent the local community within the immediate area of the site. The PSA has been set as a 500m catchment from the Subject Site. Residents, businesses and workers within the PSA would typically experience localised social impacts the most, for example amenity impacts associated with construction and/or operational activities (e.g., amenity values, access, noise). Longer term impacts such as notable changes to the surroundings and connectivity, and significant changes to the size and composition of the community are also anticipated to occur within the close proximity to the proposed development.



### 2.4.2 Secondary study area

A Secondary Study Area (SSA) has also been considered necessary for the purposes of this study due to the broader impacts and benefits that the proposed development will likely have on the surrounding community. The SSA has been defined as the local government area (LGA) of Greater Shepparton.

Residents of the SSA may notice some impacts during construction, and some benefits and impacts during operation. Potential residents of the proposed social housing development are likely to be residents of Greater Shepparton LGA, while the construction workforce will likely come from, and access services located across the SSA.

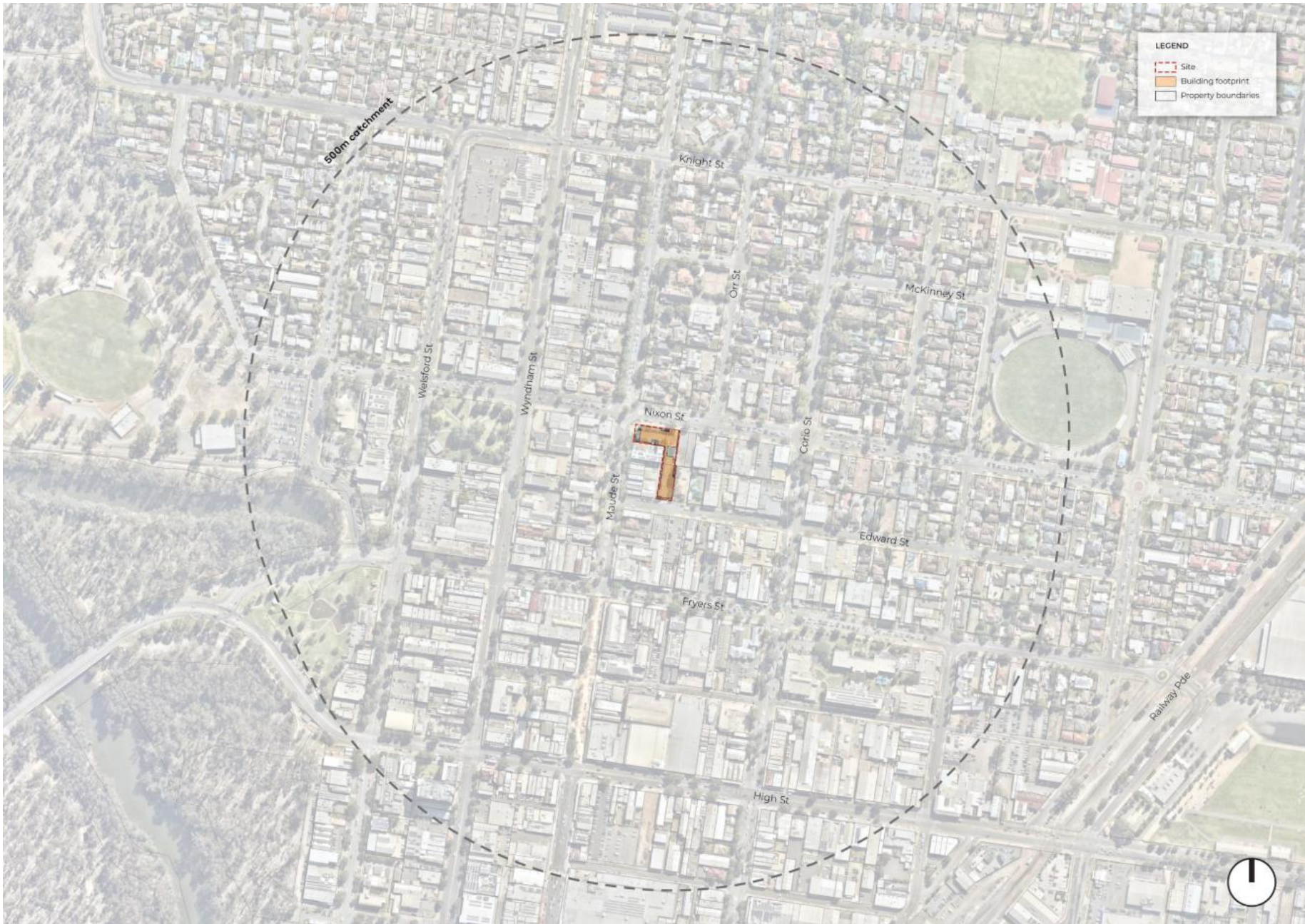


Figure 1 Primary Study Area

### 3.0 Strategic policy context

The following section identifies the key policy drivers for the Project, based on a review of the key state and local policies and strategies relevant to the proposed development.

#### 3.1 Key themes and drivers

The following section identifies the key social drivers for this site, based on a review of the key state and local policies and strategies. A summary of the key themes of this review is provided in Table 1 below.

- State:
  - Homes for Victorians (State Government of Victoria, 2017)
  - Plan Melbourne (State Government of Victoria, 2017)
  - Shepparton & Mooroopna 2050: Regional City Growth Plan (Victorian Planning Authority, 2021)
- Local:
  - Greater Shepparton Affordable Housing Strategy: Houses for People (Greater Shepparton City Council, 2020)
  - Greater Shepparton Affordable Housing Issues and Opportunities Paper (Greater Shepparton City Council, 2020)
  - Greater Shepparton 2030 Strategic Plan (Greater Shepparton City Council, 2006)
  - 2018-2028 Public Health Strategy (Greater Shepparton City Council, 2018).

**Table 1 Key policy drivers**

Policy theme	Key implications for social impact assessment	Relevant documents
<b>Addressing homelessness and housing stress</b>	<ul style="list-style-type: none"> <li>• The Greater Shepparton 2030 Strategic Plan recognises persistent issues regarding affordable and social housing including difficult access to public housing stock, decrease in total public housing stock, growing demand for low-cost housing for young people, increasing rent for older people, lack or inadequate provision for community services to address homelessness and demand for transitional housing.</li> <li>• It is a Council objective under the Planning and Environment Act 1987 (PAEA) to facilitate the provision of Affordable Housing in Victoria. It is a priority for the Council to promote affordable housing outcomes to reduce housing stress and homelessness as well as identify and implement opportunities to address the diverse housing needs of vulnerable groups across the local government area.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater Shepparton Affordable Housing Strategy: Houses for People (Greater Shepparton City Council, 2020)</li> <li>• Greater Shepparton Affordable Housing Issues and Opportunities Paper (Greater Shepparton City Council, 2020)</li> <li>• Greater Shepparton 2030 Strategic Plan (Greater Shepparton City Council, 2006)</li> </ul>
<b>Increasing supply of affordable and social housing</b>	<ul style="list-style-type: none"> <li>• The share of social housing in the total housing stock has decreased over the last two decades despite growth in social housing sector in Victoria. There is an undersupply of social housing as demand has grown and low-cost housing in private rental market remain low. (Homes for Victorians, p. 31)</li> <li>• The Victorian Planning Authority's Regional Growth Plan outlines a strategy of supporting compact dwellings developing in the Shepparton CBD for housing diversity, affordability and deliver on the CBD revitalisation (p.37).</li> <li>• It is a state initiative to increase and renew social housing stock to provide homes to Victorians in need. The State Government has established the Social Housing Growth</li> </ul>	<ul style="list-style-type: none"> <li>• Homes for Victorians (State Government of Victoria, 2017)</li> <li>• Plan Melbourne (State Government of Victoria, 2017)</li> <li>• Greater Shepparton Affordable Housing Issues and Opportunities Paper (Greater Shepparton City Council, 2020)</li> <li>• Shepparton &amp; Mooroopna 2050: Regional City Growth Plan, (Victorian Planning Authority, 2021)</li> </ul>

Policy theme	Key implications for social impact assessment	Relevant documents
	<p>Fund to support 2,200 new social housing places including construction of new social housing dwellings. (Homes for Victorians, p. 32)</p> <ul style="list-style-type: none"> <li>• Direction 2.3 of Plan Melbourne seeks increase the supply of social and affordable housing and has set as policy directive to utilise government land to deliver additional social housing. (Plan Melbourne, p. 55)</li> <li>• It is a Council objective to increase social housing stock with appropriate dwelling types in order to realise its vision for all members of the Great Shepparton community to “have access to safe, affordable and appropriate housing.” (Greater Shepparton Affordable Housing Strategy, p. 9)</li> </ul>	<ul style="list-style-type: none"> <li>• Greater Shepparton Affordable Housing Strategy: Houses for People (Greater Shepparton City Council, 2020)</li> </ul>
<p><b>Supporting the economy and promoting liveability and well-being</b></p>	<ul style="list-style-type: none"> <li>• Council has recognised in its Housing Strategy that housing provision is integral to boost local economy, attracting more workforce into the area and providing accommodation for the labour force.</li> <li>• It is a Council objective to attract more people to live in the Shepparton CBD to introduce vitality and promote economic activity. Increased residential activity in the CBD also promotes vibrancy and liveability through increasing presence of public actors and enhancing perceived safety.</li> <li>• Council aims to increase residential density in the CBD, highlighting opportunities for shop-top housing in locations of high amenity in the CBD such as the surrounds of Maude Street Mall and encourage new mixed-use redevelopments to include a component of residential use at upper levels of development.</li> <li>• Housing has been identified as one of the eleven domains of urban liveability that can be harnessed to promote health and well-being of Australians. To achieve its desired outcome of Greater Shepparton residents to have suitable and stable housing, it is a Council target to decrease homelessness from a baseline of 6.7%, decrease the share of households with housing costs representing 30% of their household expenses.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater Shepparton Housing Strategy (Greater Shepparton City Council, 2011)</li> <li>• Shepparton CBD Strategy (Greater Shepparton City Council, 2008)</li> <li>• 2018-2028 Public Health Strategy (Greater Shepparton City Council, 2018)</li> </ul>

## 4.0 Local social context

This section provides an overview of the existing social context surrounding the site. It analyses the existing social characteristics of the community within the identified study areas to better understand the potential characteristics and context of the existing community that may be impacted by the proposed development.

### 4.1 Population profile

An overview of the demographic and socio-economic profile of the PSA (based on statistical area level 1 boundaries) and the SSA (Greater Shepparton LGA boundary) is compared to the Regional Victoria benchmark.

The profile is based on 2016 ABS Census of Population and Housing data and 2021 Estimated Resident Population (ERP) figures.

#### Key Findings:

- Greater Shepparton has a younger population in comparison with the Regional Victoria population.
- The PSA and SSA are culturally and linguistically diverse with a higher share of residents born overseas and households speaking languages other than English at home compared to Regional Victoria.
- There is a high proportion of family households without children and lone person households in the PSA, indicating a relatively high proportion of single- and two-person households within this study area, but majority of dwellings are separate houses and three-bedroom dwellings.
- Rental rates are higher and home ownership rates are lower both in the PSA and SSA than in Regional Victoria.
- PSA households experience greater housing stress than households in other areas of Greater Shepparton in general.

#### 4.1.1 Detailed demographic profile

- **Population:** In 2021, the SSA has an ERP of 66,786, a decline by 0.38% (- 256 residents) from the previous year. In the same period, population has grown by 1.02% in Regional Victoria.
- **Age profile:** SSA has a higher share of people in the younger age groups (0-34 years) and a lower proportion of residents in the older age groups (50+ years) relative to Regional Victoria. Residents aged 35 to 49 years represent 18.9% of the total population, the highest share among age groups in Greater Shepparton and Regional Victoria. This age group is considered as parents and homebuilders, suggesting a significant portion of the population is seeking opportunities for home ownership.
- **Cultural and linguistic diversity:** Within the PSA, particularly within the statistical area where the subject site is situated, approximately 45% of residents were born overseas, which is notably higher than the rate in other surrounding local areas. There is generally a larger proportion of residents in Greater Shepparton who were born overseas, accounting for 14.9% of the total population, as compared to Regional Victoria average of 11.0%. Across the SSA, the top countries of origin of residents born overseas are India (1.9%), United Kingdom (1.7%) and Italy (1.3%), Nepal (10%) and India (7%). There is also a higher share of residents who speak languages other than English at home, accounting for 14.6% of the Greater Shepparton resident population, which is twice the rate for Regional Victoria at 6.0%
- **Household composition:** Family households are the predominant household type in Greater Shepparton, accounting for around 64% of total households, almost as equal as the Regional Victoria average (63%). Of total households, 27.8% are couple families with children, 24.7% are couple families without children and 11.1% are one parent families. Group households account for a small share of 2.9% while lone person households represent a significant share of 25.2% of the total household population. Household composition in the PSA is generally similar in Greater Shepparton and in Regional Victoria. However, across the covered statistical areas in the PSA, the proportion of lone person households and couple family without children are significantly higher

than Greater Shepparton and Regional Victoria averages, indicating a relatively high proportion of single- and two-person households within the PSA.

- **Housing tenure:** Within the PSA, there is a high rate of occupied private dwellings being rented. In the statistical area where the site is proposed, 63.8% of occupied private dwellings were rented, 18.8% were owned outright, 9.4% were owned with a mortgage, varying greatly from Greater Shepparton and Regional Victoria rates. Although, the share of rented dwellings is also higher in Greater Shepparton, accounting for 26% of all occupied private dwellings, compared to 22.6% in Regional Victoria. While the Greater Shepparton housing market is mainly driven by owner occupiers, where 62% of dwellings in are either owned outright or with a mortgage on average, home ownership rate is lower compared to Regional Victoria average of around 67%.
- **Housing security:** Within the PSA, there is a high proportion of households with rent payments greater than or equal to 30% of household income, or households potentially facing housing stress. The proportion of these households are significantly greater in the local statistical areas covered by the PSA than in Greater Shepparton and across Victoria, with the local statistical area of the subject site having more than twice as much share at 24.3% of total households as in Greater Shepparton (9.2%). However, this proportion includes household which are not renting, which may overstate the true proportion.
- **Dwelling type:** The primary dwelling type within Greater Shepparton is separate houses, accounting for 86.8% of all occupied dwellings, similar to the share in Regional Victoria (87.9%). Semi-detached, row or terrace houses, and townhouses form 10.9% of the occupied dwellings, while flats and apartments represent a marginal proportion accounting to 0.1% of all occupied dwellings. Of total occupied private dwellings, more than half had three or more bedrooms while 16.1% had two bedrooms and only 3.3% had one bedroom. Given that there is a higher share of lone- or two-person households within the PSA and SSA, current supply of dwellings might not appropriately correspond to household composition.
- **Educational attainment:** Greater Shepparton has a lower proportion of residents holding formal qualifications and higher share without qualifications relative to regional Victoria. The share of residents who have completed Year 12 or equivalent is lower in Greater Shepparton at 36.1% of the total persons aged 15 years or older, compared to the average in Regional Victoria (38.9%). Greater Shepparton residents who do not hold any qualification account for 47.2%, which is slightly higher than that of Regional Victoria (42.8%). Of residents attending an education institution in Greater Shepparton, 8.5% are in primary school, 6.9% are in secondary school, 3.8% are in tertiary school (i.e., TAFE or University). The proportion of Greater Shepparton residents attending primary and secondary schools are slightly higher than in Regional Victoria (8.0% and 6.3% respectively), while the proportion of residents attending tertiary education institutions is marginally less than in Regional Victoria (2.6%).
- **Aboriginal and Torres Strait Island residents:** Greater Shepparton residents who identify as being of Aboriginal and/or Torres Strait Island descent account for 3.4%, which is more than twice the Regional Victoria benchmark of 1.6%.

## 4.2 Social issues and trends

### 4.2.1 Homelessness and availability of Social Housing in Greater Shepparton

Greater Shepparton has the highest rate of homelessness in regional Victoria and a higher number of very low to low-income households experiencing housing stress compared to Victorian average. In comparison with other regional areas, Greater Shepparton also has a higher rate of estimated people experiencing homelessness per 1,000 persons, at 5.56 compared to 3.21 in Greater Geelong or 3.25 in Mildura.<sup>1</sup> In 2016, approximately 800 persons were experiencing homelessness (355 persons were reported to be homeless and 459 persons were living in marginal housing).<sup>2</sup> Of all low-income households<sup>3</sup>, 51.7% are in rental stress and 40.5% are in mortgage stress who are spending over 30% of their gross income on rental or mortgage payments, totalling 2,716 lower income households facing housing stress.<sup>4</sup>

Vulnerable groups disproportionately affected by housing insecurity include women and children fleeing family violence, older people, youth, people with disabilities and Aboriginal and Torres Strait Islander peoples. Of the total

<sup>1</sup> Greater Shepparton Affordable Housing Strategy: Houses for People 2020, p. 22

<sup>2</sup> Greater Shepparton Affordable Housing Strategy: Houses for People 2020, p. 15

<sup>3</sup> Based on Victoria Government definitions, low income households (including very low income) are defined as households earning \$30,280 or less annually for a single adult, \$45, 240 or less for couple households without dependents and \$63,590 or less for family households with children. See Greater Shepparton Affordable Housing Issues and Opportunities Paper 2020, p. 14

<sup>4</sup> Greater Shepparton Affordable Housing Issues and Opportunities Paper 2020, p. 21

clients when presenting to social housing support services, almost 90% were born in Australia and around 60% are aged 26-45 years. The most common main reason for presenting are financial difficulties, inadequate or inappropriate dwelling condition, and domestic and family violence.<sup>5</sup>

In the Goulburn subregion including Greater Shepparton, 1,041 households were registered on Social Housing waiting list in 2018-2019 with 485 households in priority need.<sup>6</sup> This indicates current supply of social housing in the area does not meet the demand. In addition, there is a mismatch of housing stock to household needs with a substantial shortage of one- and two-bedroom dwellings in Greater Shepparton, suggesting that these housing types must be prioritised to meet current and forecast demand for affordable housing.

Council has identified that there is a current gap for 1,751 new affordable housing dwellings and that at least 4,254 Affordable housing dwellings will be required by 2036. Approximately 158 dwellings of projected new supply per year must be delivered as Affordable housing or 42% of total project new supply.<sup>7</sup>

Table 2 contains social housing supply in Greater Shepparton as of June 2019.

**Table 2 Social Housing Supply**

Social Housing	Number of Properties
Public Housing	991
Community Housing	370
Indigenous Community Housing	203
Crisis Supported Accommodation	11
Transitional Housing	60

Source: Greater Shepparton Affordable Housing Strategy Issues and Opportunities Paper 2020

#### 4.2.2 Contribution of social housing

Housing is a basic human right and is fundamental to human development. Given contemporary housing market challenges such as housing unaffordability, investment and provision of social and affordable housing as a social infrastructure plays an integral role in ensuring adequate and secure housing for all - fostering human, economic and social development both on an individual level and at a much broader scale. According to a study conducted by Australian researchers, social housing delivery has a “clear potential in materially improving national productivity by addressing problems that otherwise imposes economic, social and/or environmental costs or by realising economic, social and environmental benefit.”<sup>8</sup> The study highlights social and affordable housing as essential social infrastructure through two dimensions:

1. As an independent effect on wellbeing, productivity and cost-reduction for individuals and society.
2. As a platform for unlocking additional individual and societal wellbeing, productivity and cost-reduction for individuals and society.<sup>9</sup>

Provision of social and affordable housing has found to have numerous benefits to broader society. From a health perspective, there is clear health saving through reduced usage of health and emergency services (particularly on mental health services) and increase in total public health sector saving as a secondary benefit. There is also clear additional wellbeing effect from reducing homelessness and housing stress. From an economic perspective, provision of social housing can decrease housing expenditure and, consequently, increase disposable income and savings with potentially significant positive flow-on effects on employment opportunities, educational outcomes and wellbeing. Stability in housing tenure also enables individuals to focus on longer-term goals including family and community relationships, expanding social capital of individuals and strengthening social cohesion.

Furthermore, as a platform for additional support, social housing can serve to integrate social services especially by placing them in relevant and strategic locations, facilitating a more socially just, inclusive and diverse urban

<sup>5</sup> Greater Shepparton Affordable Housing Issues and Opportunities Paper 2020, p. 23-24

<sup>6</sup> Greater Shepparton Affordable Housing Strategy: Houses for People 2020, p. 15

<sup>7</sup> Greater Shepparton Affordable Housing Issues and Opportunities Paper 2020, p. 26

<sup>8</sup> Nygaard, C. (2019). Social and Affordable Housing as Social Infrastructure. Swinburne University of Technology, p.2

<sup>9</sup> Nygaard p.25

environments. When well-located and potentially supported with additional services, “social and affordable housing has the potential to deliver significant productivity gains alongside wider social and wellbeing outcomes,”<sup>10</sup> generating economic output and potentially contributing to productivity growth and improved health and wellbeing.

#### **4.2.3 Delivering dynamic mixed-use urban precincts**

Co-locating housing, employment, retail, public transport and daily living needs within dense, mixed-use precincts supports urban activation and amenity. Clustering destinations, such as housing, shops, schools, libraries, cafes, medical centres and so on, makes it more convenient for residents to access a variety of needs within one location. Mixed-use precincts encourage walking and active transport, supports the viability of local retail and social infrastructure, as well as increased activity on the street and improved perceptions of safety.

The clustering of a mix of uses within the urban centre close to public and active transport links could create an accessible, safe, and walkable environment means that residents are able to access social infrastructure, their workplaces or other places of interest with ease and efficiency. This could contribute to the liveability of the area and help to deliver a compact and dynamic urban environment.

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<sup>10</sup> Nygaard p.25



## 5.0 Community and stakeholder perspectives

The following section provides an overview of the community and stakeholder consultation undertaken to inform the proposed development, including engagement activities and outcomes. The purpose of this section is to highlight local concerns and aspirations relevant to the proposed development.

Council undertook consultation from 14 January 2022 to 28 February 2022. It received 733 submissions during the consultation period, 18 early submissions and received 38 verbal briefings with 6 additional materials provided during those presentations.

Across the submissions, the consistent themes were:

- Affordable housing is certainly needed in the area
- Impacts upon Shepparton ACE Secondary College
- Concerns about loss of car parking
- Queried if in appropriate location in the Shepparton CBD
- Out of character with the surrounding area
- Amenity offered by the proposed design – such as open space, communal areas
- Other locations are considered more appropriate
- Impact on surrounding properties
- Impact on surrounding businesses
- Impact on the value of surrounding properties
- Safety and security concerns following the development
- Support for the project
- Queried how was the site identified and chosen
- Queried whether other Council car parks be redeveloped
- Questioned the integrity of the consultation process
- The appropriateness of clustering of apartments versus pepper-potting
- Suggested it would encourage Shepparton to be a destination for homeless people from outside of Greater Shepparton and how future tenants are determined
- Inappropriate to have multi-storey residential development in the CBD
- Queried why surveys were being undertaken on the site during the consultation period
- Impacts of any construction activity on the land on surrounding properties
- Suggested it would jeopardise the conversion of the car park in the future to EV charging
- Suggested land should be redeveloped as a multi-storey car park to meet the needs of the CBD
- Stated need for good management and maintenance of the site in the future
- Stated development does not comply with Council's existing policies
- Concern about pedestrian and traffic congestion as a result of the development.

## 6.0 Social Impact Assessment

### 6.1 Overview of this Assessment

Having analysed the current social baseline for the development, this SIA sets out an assessment of social impacts arising from the Project and recommended responses, including measures to enhance social benefits and mitigate potentially negative impacts.

The SIA assesses impacts across the suite of factors set out through the selected SIA Framework. The assessment has been based on the information available to date, and primarily represents a desktop study, informed by a site visit and a review and analysis of publicly available documents relevant to the precinct, as well as information provided by Council.

The assessment considers the potential impact on the community and social environment should the social impacts envisaged occur, compared to the baseline scenario of the existing use of the Project Site and social context.

This assessment also includes recommended responses to identified impacts, including both mitigation measures for potentially negative impacts and actions to enhance benefits.

### 6.2 Assessment framework and approach

This assessment considers the potential impact on the community and social environment should the social impacts envisaged occur, compared to the baseline scenario of the existing use of the site and social context.

The purpose of this social impact analysis is to:

- Identify, analyse and assess any likely social impacts, whether positive or negative, that people may experience at any stage of the project lifecycle, as a result of the Project
- Investigate whether any group in the community may disproportionately benefit or experience negative impacts and proposes commensurate responses consistent with socially equitable outcomes
- Develop social impact mitigation and enhancement options for any identified significant social impacts.

Ultimately, there can be two main types of social impacts that may arise as a result of the proposed development. First, direct impacts can be caused by the Project which may cause changes to the existing community, as measured using social indicators, such as population, health and employment. Secondly, indirect impacts that are generally less tangible and more commonly related to matters such as community values, identity and sense of place. Both physically observable as well as psychological impacts need to be considered.

This study identifies the following key social factors relevant to the assessment of social impacts of the Project:

- Way of life
- Health and wellbeing
- Accessibility
- Community
- Culture
- Surroundings
- Livelihoods
- Decision-making systems.

### 6.3 Key affected communities

This assessment covers both the Primary Study Area (PSA), which is expected to experience social impacts associated with the temporary construction activities and some of the future operational impacts, as well as the broader social localities (Secondary Study Area - SSA) that are likely to experience the resulting benefits from the operational phase of the project. These study areas are shown in **Chapter 2.4**.

Key communities to experience social impacts and/or benefits of the project can be grouped as follows:

- Current users of the existing public car park
- Future new residents of the social housing on this site
- Students and staff at the adjacent secondary college
- Surrounding residents
- Surrounding businesses
- Local area workers
- Local families
- Visitors to the nearby retail precinct, businesses and institutions elsewhere within walking distance of the site
- Users of Maude St, Nixon St, and Edward St adjacent to the site
- Temporary construction workers in the area.

## 6.4 Impact assessment factors and responses

The following section sets out the assessment of social impacts arising from the proposed development and recommended responses, including measures to enhance social benefits and mitigate potentially negative impacts, across the suite of factors set out in the NSW DPE SIA Guideline. The assessment has been based on the information available to date, and is primarily a desktop study, informed by a review and analysis of publicly available documents relevant to the project.

### 6.4.1 Evaluation principles

The SIA Guideline classifies social impacts in the following way, which forms the core basis of this assessment:

- **Way of life:** *how people live, get around, work, play and interact with one another each day*
- **Community:** *its composition, cohesion, character, how it functions, resilience, and people's sense of place*
- **Accessibility:** *how people access and use infrastructure, services and facilities (private, public, or not-for-profit)*
- **Culture:** *both Aboriginal and non-Aboriginal - people's shared beliefs, customs, practices, obligations, values and stories, and connections to Country, land, waterways, places and buildings*
- **Health and wellbeing:** *people's physical, mental, social and spiritual wellbeing – especially for people vulnerable to social exclusion or substantial change, psychological stress (from financial or other pressures), access to open space and effects on public health*
- **Surroundings:** *access to and use of natural and built environment, including ecosystem services (shade, pollution control, erosion control), public safety and security, as well as aesthetic value and amenity*
- **Livelihoods:** *including people's capacity to sustain themselves through employment or business*
- **Decision-making systems:** *the extent to which people can have a say in decisions that affect their lives, and have access to complaint, remedy and grievance mechanisms.*

The evaluation includes a risk assessment of the degree of significance of risk, including the envisaged magnitude (duration, extent, severity/ sensitivity), likelihood, and potential to mitigate/enhance and likelihood of each identified impact. The social impact significance matrix provided within the SIA Guidelines Technical Supplement (see Table 5) has been adapted for the purposes of undertaking this social and impact assessment.

Each impact has been assessed and assigned an overall risk that considers both the likelihood of the impact occurring and the consequences should the impact occur. The assessment also sets out recommended mitigation, management and monitoring measures for each identified matter.

Magnitude of impact generally considers the following dimensions:

- Extent - Who specifically is expected to be affected (directly, indirectly, and/or cumulatively), including any vulnerable people? Which location(s) and people are affected? (e.g., near neighbours, local, regional, future generations)
- Duration - When is the social impact expected to occur? Will it be time-limited (e.g., over particular project phases) or permanent?
- Severity or scale - What is the likely scale or degree of change? (e.g., mild, moderate, severe)
- Intensity or importance - How sensitive/vulnerable (or how adaptable/resilient) are affected people to the impact, or (for positive impacts) how important is it to them? This might depend on the value they attach to the matter; whether it is rare/unique or replaceable; the extent to which it is tied to their identity; and their capacity to cope with or adapt to change.
- Level of concern/interest - How concerned/interested are people? Sometimes, concerns may be disproportionate to findings from technical assessments of likelihood, duration and/or intensity.

**Table 3 Defining magnitude levels for social impacts**

Magnitude level	Meaning
Transformational	<ul style="list-style-type: none"> <li>• Substantial change experienced in community wellbeing, livelihood, infrastructure, services, health, and/or heritage values;</li> <li>• Permanent displacement or addition of at least 20% of a community.</li> </ul>
Major	<ul style="list-style-type: none"> <li>• Substantial deterioration/improvement to something that people value highly, either lasting for an indefinite time, or affecting many people in a widespread area.</li> </ul>
Moderate	<ul style="list-style-type: none"> <li>• Noticeable deterioration/ improvement to something that people value highly, either lasting for an extensive time, or affecting a group of people.</li> </ul>
Minor	<ul style="list-style-type: none"> <li>• Mild deterioration/ improvement, For a reasonably short time, for a small number of people who are generally adaptable and not vulnerable.</li> </ul>
Minimal	<ul style="list-style-type: none"> <li>• Little noticeable change experienced by people in the locality.</li> </ul>

Source: NSW DPE, 2021, *Technical Supplement - Social Impact Assessment Guideline for State Significant Projects*.

**Table 4 Defining likelihood levels of social impacts**

Likelihood level	Meaning
Almost certain	Definite or almost definitely expected (e.g. has happened on similar projects)
Likely	High probability
Possible	Medium probability
Unlikely	Low probability
Very unlikely	Improbable or remote probability

Source: NSW DPE, 2021, *Technical Supplement - Social Impact Assessment Guideline for State Significant Projects*.

**Table 5 Social impact significance matrix**

Likelihood	Magnitude				
	Minimal	Minor	Moderate	Major	Transformational
Very unlikely	Low	Low	Low	Medium	Medium
Unlikely	Low	Low	Medium	Medium	High
Possible	Low	Medium	Medium	High	High
Likely	Low	Medium	High	High	Very high
Almost certain	Low	Medium	High	Very high	Very high

Source: NSW DPE, 2021, Technical Supplement - Social Impact Assessment Guideline for State Significant Projects.

## 6.5 Discussion of social factors

This section presents discussion on the potential social impacts of the Project. A summary of the impact ratings across the whole Project is available at **Section 6.6**.

### 6.5.1 Way of life - how people live, get around, work, play and interact with one another each day

*During development:*

- Threat or expectation of change to way of life - concerns that everyday life is going to change due to this development especially for nearby residents and visitors in the PSA. However, ongoing community engagement can be used to manage this risk.

*During construction:*

- Temporary negative impacts associated with disruption to way of life such as inconvenience for local residents and businesses in the PSA, and other workers and visitors in the immediate vicinity due to the noise, dust and vibration caused by the construction activity. The impacts may disproportionately affect the following groups:
  - Surrounding workers and businesses, including students and staff of nearby secondary college: There may be impacts to the usual working environment and routine. For example, noise or vibration from construction activities may be disrupting activities in the adjacent school and businesses.
  - Surrounding residents (e.g., households living along Nixon St or Maude St) close to the site may experience high noise construction activities on a frequent basis and may need to alter their daily routines accordingly.
- Potential way of life impacts associated with traffic changes during construction, including:
  - Reduced parking within the PSA as a result of closing access to the site during construction, thus temporary impacting regular or occasional users of the existing car park.
  - Disruption and changes to way of life associated with increased traffic and truck movements, which may result in increased inconvenience for local residents and workers in the PSA and SSA as well as other users of the Maude St, a high street in the Shepparton CBD
  - Possible changes to preferred mode of transport choice for workers, residents and others accessing the buildings in the PSA surrounding the construction site.
  - Traffic and road safety impacts on current users of streets (i.e., Maude St, Nixon St, Edward St) enclosing the site in the PSA, including students aged 7-12 years attending nearby secondary school.
- Cumulative construction impacts. Local residents, workers and businesses in PSA and broader Shepparton CBD area may experience minor “construction fatigue” due to several projects undertaken or planned in the

immediate and broader surrounds of the area, including the redevelopment of Maude Street Mall and construction of new Greater Shepparton Secondary College.

*During operation:*

- Improvements to way of life and daily living routines associated with new social housing close to social infrastructure, employment opportunities and convenient public transport. The project will deliver approximately 30 new social housing dwellings in the SSA, an area of undersupply, thereby reducing gap in social housing provision and potentially improving social and economic outcomes in the SSA. Residents of these units who are in need of support would benefit from easy access to daily living needs, employment opportunities and public transport, which would reduce travel times and enhance convenience and way of living.
- Improvements to way of life for PSA and SSA residents associated with the delivery of increased and improved public car parking with net increase in parking spaces within the PSA (a total of 24 additional car spaces, when factoring in a loss of 8 spaces at the Project site but the planned addition of 32 new spaces in Maude Street Mall redevelopment). This would improve residents' and local workers' accessibility to daily living needs and increase pedestrian activity around the site.
- Potential positive way of life impacts on PSA residents, workers and visitors with increased activation and pedestrian activity associated with development. The project will deliver a new public open space in the PSA that can facilitate social interaction and community connection.

*Responses / mitigation measures:*

- Consider and integrate features in the design of the proposed development that will mutually protect privacy of both future residents of the social housing and students of nearby secondary college during the construction and operation of the proposed development.
- Identify mitigation measures in the Construction Management Plan to reduce the impacts associated with noise, vibration and visual amenity during the construction phase.
- Develop a Traffic Management Plan to ensure the safety of the road network for all users during construction.
- Develop a communications and engagement strategy to communicate with surrounding residents, workers, businesses and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided.
- Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.
- Develop a Social Housing Management Framework to facilitate integration of future residents and minimise impacts of change in their way of life.
- Maximise the value of the building, including its public spaces, through design elements to enhance visual amenity of and activate the public space and surrounding areas.

### Summary – Way of Life

<b>Overall impact</b>	Overall, once operational, the social housing will have medium positive impact on way of life, particularly for the social housing residents. It may offer improved access to social infrastructure, job opportunities, public transport and other amenities to new residents that can improve their quality of life as well as provide improved public parking infrastructure for the local community, resulting in significant positive impact. Negative social impacts associated with way of life during construction are medium. <ul style="list-style-type: none"> <li>• <b>Construction: Medium (possible moderate) - negative</b></li> <li>• <b>Operation: Medium (possible moderate) – positive</b></li> </ul>
<b>Likelihood</b>	Likely short term construction impacts with likely longer term operational impacts associated with provision of social housing dwellings including improved public parking infrastructure and open space.
<b>Duration</b>	Operational benefits are long term, construction impacts are temporary.

Summary – Way of Life	
<b>Severity/sensitivity</b>	High sensitivity to impacts, as changes to way of life will impact social housing residents who may be experiencing significant disadvantage. High sensitivity to impacts for some visitors to the PSA, as construction activities will impact way of life of young students attending secondary college adjacent to the site and surrounding residents.
<b>Extent</b>	Construction impacts would likely impact the adjacent residents and nearby communities within a 5km radius surrounding the site (within the PSA). Operational impacts will likely affect adjacent residents in the PSA. The SSA will experience positive benefits rather than any negative impacts.
<b>Potential to mitigate/enhance</b>	<ul style="list-style-type: none"> <li>• The potential to mitigate impacts is high, as construction management and effective engagement can be utilised to address and manage concerns that current residents or users of the site may have. Construction impacts would need to be proactively mitigated and well communicated due to the presence of education facility and several businesses close to the site and other ongoing and upcoming construction activities in the area.</li> <li>• Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.</li> <li>• During operation, maintaining good relationships with surrounding establishments will enhance the Project's position in the community.</li> <li>• Further to this, the Social Housing Management Framework will be crucial to ensure that impacts to future social housing residents are minimised.</li> </ul>

### 6.5.2 Community - its composition, cohesion, character, how it functions, resilience, and people's sense of place

#### *During development:*

- The proposed development may result in social tension due to opposing views. Development may drive conflict in the community, with some in support and others in opposition of the social housing development, creating division across the spectrum. This is likely to affect those residing within the PSA the most, though it is recognised that social housing development can be high profile and may interest people from across the SSA. However, ongoing community engagement and transparency in decision-making processes, can be used to manage this impact. Evidence from controversial social housing developments in Australia that faced community opposition revealed that residents noticed or experienced little to no negative impact from the development post-occupancy.<sup>11</sup>

#### *During construction:*

- Changes to the composition of the local community may be experienced during construction, with an increased number of construction workers in the local area. This may potentially impact perceptions of safety due to an increased amount of 'strangers' in the area.
  - Cumulative impacts of changes to composition of the community associated with increased construction workers in the vicinity due to recent or planned projects in the Shepparton CBD area.
  - Impacts to community cohesion due to community opposition to the project, potentially leading to social conflict in the PSA or extending through the SSA during construction. However, this impact is likely to dissipate over time.

#### *During operation:*

- Permanent change to the community composition within the PSA once operational due to the addition of social housing residents. However, it is noted that planned social housing residents are current members of the wider Shepparton community and have been living in the area and interacting with the community already. The proposed development will also only supply 31 new dwellings, and thus represents a very minimal addition of new residents, equivalent to approximately less than 5% of the PSA population.

<sup>11</sup> (Australian Housing and Urban Research Institute, 2013)

- Potential changes to sense of place, loss of connection to place for some PSA residents, associated with the change of uses on this site and significant changes to streetscape. These perceptions may be positive, or negative, depending on the stakeholder.
- Operation of the social housing may result in a changed sense of community (either positive or negative, depending on community perceptions). A weakened sense of community may develop if conflict and division occur among residents during the development and construction phases and does not abate. Alternatively, sense of community may be strengthened if residents reach a positive consensus about the project, and residents come to accept the new members of their neighbourhood.
- Potential positive impacts to community cohesion associated with increased opportunities for social interaction (particularly support by the new public open space) and potential increase in diversity. The proposed development may also strengthen social capital due to provision of stable housing to residents experiencing disadvantage that can substantially improve resilience and quality of life. The proposed development will support State and Council strategic goals and targets to address homelessness and its adverse effects to the community.

*Responses and Mitigation Measures:*

- Develop a communications and engagement plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided.
- Maintain positive working relationships with residents and other stakeholders in the PSA, as guided by the Communications and Engagement Plan for the project.
- Develop a Social Housing Management Framework to facilitate integration of future residents and minimise impacts to change in their community. Ensure community service providers support to future social housing residents to transition into their new living environment.
- Provide clear mechanisms to manage complaints and enquiries regarding the construction, and then operation.

Summary - Community	
<b>Overall impact</b>	Changes to the size and composition to the PSA community. However, new residents are already members of the wider Shepparton community and represent a minimal proportion of the population. There might be a negative but minor impact on community during construction, but possible moderate impacts (either negative or positive) on community during operation: <ul style="list-style-type: none"> <li>• <b>Construction: Low (possible minor) – negative</b></li> <li>• <b>Operation: Medium (possible moderate) – positive or negative, depending on perception</b></li> </ul>
<b>Likelihood</b>	Short term construction impacts are possible, with likely longer term positive benefits associated with improved opportunities for social mixing and community resilience. Likelihood of negative impacts related to sense of community is low, but possible.
<b>Duration</b>	Construction impacts are temporary. Negative operational impacts, if they do occur, may abate over time, as the community changes and adapts while positive benefits may transpire in the long term.
<b>Severity/ sensitivity</b>	High sensitivity to impacts, as changes to sense of community will impact social housing residents who may be experiencing significant disadvantage. High sensitivity to impacts, as construction activities are near young students attending secondary college adjacent to the site and surrounding residents.
<b>Extent</b>	Construction impacts would likely impact students, residents, workers and visitors in the PSA. New social housing dwellings and improved public parking infrastructure may benefit residents, workers and visitors across the SSA.
<b>Potential to mitigate/ enhance</b>	The potential to mitigate impacts is high, as construction management and effective engagement can be utilised to address and manage concerns that current residents or users of the site may have. Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.



### Summary - Community

Further to this, the Social Housing Management Framework will be crucial to ensure that impacts to future social housing residents are minimised.

### 6.5.3 Accessibility - how people access and use infrastructure, services and facilities (private, public, or not-for-profit)

#### *During construction:*

- Decreased accessibility due to temporary loss of parking space in an Activity Centre Zone. This will mostly affect current users of the existing public car park within the SSA who might be accessing the retail precinct and the secondary school close to the site.
- Potential minor changes to access to and use of public transport and social infrastructure (e.g., public transport stops, schools and retail shops) surrounding the site of PSA residents. For example, establishment of hoarding and changes to the streetscape and traffic flows associated with the construction phase may influence wayfinding for residents and visitors to the area.
- Potential increased traffic congestion, travel times, inconvenience and frustration, as normal routes are busier or slower. This will mostly affect residents, workers and visitors within the PSA for a prolonged period. Residents of the SSA may experience occasional road delays associated with change in traffic.
- Decreased accessibility and ease of travel due to cumulative impacts - extended disruption in the area – from other ongoing or planned construction in the PSA which will impact the road network, and also access to facilities due to presence of construction workforces who will require accommodation in the area.

#### *During operation:*

- Improved daily living routines of the residents at the site with the delivery of social housing units within walking distance to Shepparton's retail centre, public transport, various recreational areas and a convenient connection to the other parts of the CBD area. This aligns with the council objective to increase residential density in the CBD, maximising opportunities for shop-top housing in locations of high amenity in the CBD to promote vibrancy and economic activity in the CBD.
- Potential impacts on accessibility with net increase in parking spaces (a total of 24 additional parking slots) surrounding the retail precinct. The project will result in a loss of eight parking slots but will be sufficiently offset by 32 new car spaces in Maude Street Mall including two all-abilities parking space and two loading zones, thereby improving general accessibility to the retail centre.

#### *Responses and mitigation measures:*

- Identify mitigation measures in the Construction Management Plan to reduce the impacts associated with traffic during the construction phase.
- Develop a communications and engagement plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided, alongside a complaints and enquiries management process.
- Develop and implement internal and external wayfinding strategies to ensure that the site is legible and walkable for users of the site.
- Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.
- Develop a Traffic Management Plan to ensure the safety of the road network for all users during construction and operation.
- Develop a Social Housing Management Framework to facilitate integration of future residents and enhance understanding of and accessibility to the area.

- Activate publicly accessible space delivered on the site in ways that are welcoming to all community members and can encourage casual social interaction between residents, workers and visitors to the site.

Summary – Accessibility	
<b>Overall impact</b>	<p>Overall improved access to retail centre that is well connected to existing public transport and social infrastructure would have a significant positive benefit to the residents.</p> <p>Negative social impacts associated with accessibility are medium during construction, but low during operation:</p> <ul style="list-style-type: none"> <li>• <b>Construction: Medium (likely minor) – negative</b></li> <li>• <b>Operation: High (likely moderate) – positive</b></li> </ul>
<b>Likelihood</b>	Negative impacts on accessibility are almost certain during construction but low to no impacts during operation. Benefits of the proposed development to the future residents are highly likely.
<b>Duration</b>	Negative construction impacts are temporary while operational benefits are long term.
<b>Severity/ sensitivity</b>	Moderate to high sensitivity to impacts, as: a) the site is situated next to a high street and in close proximity to the retail precinct; b) changes to accessibility will impact social housing residents who may be experiencing significant disadvantage c) changes to the site would impact young children attending the adjacent secondary college and surrounding residents and workers
<b>Extent</b>	Construction impacts would likely impact students, residents, workers and visitors in the PSA, including users of Maude Street. Operation impacts such as enhanced accessibility to retail centre and public infrastructure would benefit social housing residents while improved public infrastructure would benefit residents, workers and visitors from the broader SSA.
<b>Potential to mitigate/ enhance</b>	<p>The potential to mitigate impacts to accessibility is high, as construction management and effective engagement can be utilised to address and manage concerns that current residents and users of the site may have. Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.</p> <p>Further to this, the proposed Construction Management Plan will be crucial to ensure that any foreseeable construction impacts are mitigated prior to them arising.</p>

#### 6.5.4 Culture - both Aboriginal and non-Aboriginal - people's shared beliefs, customs, practices, obligations, values and stories, and connections to Country, land, waterways, places and buildings

##### *During construction:*

- Potential changes to the community's connection to place associated with the redevelopment of the site, which would result in changes to the appearance and functionality of the site and may disrupt place narratives associated with it. Whilst the site is currently used as on-ground parking space, some people may have memories associated with the site. This may affect PSA or SSA residents.

##### *During operation:*

- During operation, there will be a changed sense of place for people who had a prior connection to the site, who are either PSA or SSA residents. Over time, the impact of this change may dissipate.
- Potential impacts (which can be negative or positive, depending on stakeholder) to local community connections and shared customs associated with additional residents of diverse backgrounds, likely affecting residents in the PSA.

##### *Responses and mitigation measures:*

- The PSA and SSA residents are a culturally and linguistically diverse community. Ensure any communications and engagement reaches all audiences in the area.

Summary – Culture	
<b>Overall impact</b>	Provision of a new social housing would have a positive benefit to culture, as can facilitate social interaction and new networks and connections. Negative social impacts associated with culture are low during construction and operation: <ul style="list-style-type: none"> <li>• <b>Construction: Low (unlikely minor) - negative</b></li> <li>• <b>Operation: Low (unlikely minimal) – negative or positive depending on perception</b></li> </ul>
<b>Likelihood</b>	Positive and negative impacts of the proposed development during construction and operation will depend on community perceptions and an individual's connection to place.
<b>Duration</b>	Potential operational impacts are long term, construction impacts are temporary.
<b>Severity/ sensitivity</b>	Moderate sensitivity to impacts, as changes culture will impact social housing residents who may be experiencing disadvantage. Additional sensitivity due to culturally diverse population of the PSA and SSA.
<b>Extent</b>	Construction impacts would likely impact residents within the PSA, while operational impacts could affect residents and visitors to the site from across the SSA.
<b>Potential to mitigate/ enhance</b>	The potential to mitigate impacts is low, as construction management and effective engagement can be utilised to address and manage concerns that current residents and users of the site may have. Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.  Further to this, the Social Housing Management Framework will be crucial to ensure that impacts to future social housing residents are minimised.

### 6.5.5 Health and wellbeing - people's physical, mental, social and spiritual wellbeing – especially for people vulnerable to social exclusion or substantial change, psychological stress (from financial or other pressures), access to open space and effects on public health

#### *During development:*

- Impacts to wellbeing, such as fear, anger, anxiety stemming from the unknowns and changes proposed during the development and construction phases. This may create a variety of feelings for nearby residents and workers (including students), exacerbated by conflict if there is strong opposition or disagreement in the community on the project.

#### *During construction:*

- Potential negative health and wellbeing impacts for adjacent residents and workers (including school students) associated with construction dust, noise and vibration. These impacts may be particularly felt by those with pre-existing conditions. Impacts to wellbeing and health for receivers especially those with existing respiratory conditions, if there was to be pollution, contamination of local air, water, and land resources.
- Potential risks to pedestrian, cyclist and vehicle safety associated with construction vehicles and machinery moving around the PSA. This presents a risk to people, including students of a young age who regularly travel in the vicinity.
- Cumulative impacts to wellbeing from ongoing construction within the SSA has the potential to cause local residents, psychological stress and deteriorated health.
- Potential impacts to perceptions of safety – adjacent residents, workers (including students) and nearby communities in the PSA may feel unsafe in their surroundings due to presence of construction site and unfamiliar workers.

#### *During operation:*

- Positive long term social benefits associated with delivery of 31 new social housing dwellings at a site of high amenity, improving housing quality and security for the social housing residents with associated benefits for health and well-being. As discussed in Section 4.2.2, there are significant social benefits from provision of social

housing. The provision of secure and stable housing to disadvantaged members of the community will have a transformational impact on their wellbeing.

- Potential noise impacts on the residents, workers and visitors (including students) to the site associated with the delivery of dwellings at this site, next to a busy street and within an Activity Centre Zone, potentially affecting wellbeing of PSA residents.

*Responses and mitigation measures:*

- Identify mitigation measures in the Construction Management Plan to reduce the impacts associated with traffic during the construction phase, to ensure safety in the PSA.
- Develop a communications and engagement plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided, alongside a complaints and enquiries management process.
- Develop a Traffic Management Plan to ensure the safety of the road network for all users during construction and operation. Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.
- Enhance pedestrian connections between the site and surrounding facilities to encourage active transport and promote physical activities (e.g., wayfinding, adequate shade, public art).
- Ensure the proposed public space follows universal design principles and can be utilised by people of all ages and abilities.
- As the public car park is likely to be accessed outside of daylight hours, ensuring adequate lighting, clear sightlines and other Crime Prevention Through Environmental Design (CPTED) measures will support safety outcomes.

Summary – Health and Wellbeing	
<b>Overall impact</b>	<p>Access to public and social infrastructure would have a significant positive benefit to community. The redevelopment of the site, if impacts associated with construction are well mitigated, will ensure positive health and wellbeing outcomes for the community, particularly for the social housing residents.</p> <ul style="list-style-type: none"> <li>• <b>Construction: Medium (possible minor) - negative</b></li> <li>• <b>Operation: Very high (likely transformational) - positive</b></li> </ul>
<b>Likelihood</b>	Negative impacts are possible while operational benefits are likely.
<b>Duration</b>	Construction impacts are temporary. Operational impacts are expected to be long term, however, impacts to wellbeing associated with worry or anxiety are expected to decrease over time as people come to realise that some fears have not come to pass.
<b>Severity/ sensitivity</b>	High sensitivity to impacts, as the proposed development will impact social housing residents who may have health issues or experiencing poor health status. High sensitivity to impacts, as construction activities will impact young students attending secondary college adjacent to the site and surrounding residents and workers.
<b>Extent</b>	Construction impacts would likely impact students, residents, workers and visitors in the PSA. Operation impacts such as enhanced accessibility to retail centre and public infrastructure would benefit social housing residents while improved public infrastructure would benefit residents, workers and visitors from the broader SSA.
<b>Potential to mitigate/ enhance</b>	<p>The potential to mitigate impacts is moderate to high, as construction management and effective engagement can be utilised to address and manage concerns that current residents or users of the site may have. Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.</p> <p>Further to this, the Social Housing Management Framework will be crucial to ensure that impacts to current and former social housing residents are minimised.</p>

### 6.5.6 Surroundings – access to and use of natural and built environment, including ecosystem services (shade, pollution control, erosion control), public safety and security, as well as aesthetic value and amenity

#### *During construction:*

- Changes to the streetscape and appearance of the site associated with construction activity, including establishment of hoarding, leading to reduced enjoyment of surroundings in the PSA. The establishment of hoarding and changes to the streetscape associated with the construction phase may have an adverse effect on:
  - Visual aesthetic value of the high-use area.
  - Perceptions of night-time safety in the area.
- Changes to views in the PSA associated with construction activity. The site is adjacent to a secondary college on Maude Street, with the open public car park offering a sense of open space – the construction can potentially reduce open space or perception of it within the PSA and its associated benefit to the community.

#### *During operation:*

- Permanent changes to the surroundings and appearance of the site associated with the delivery of a new building of slightly different height (3-4 storeys) compared to existing infrastructure within the PSA. However, the proposed development is expected to comply with development controls and is aligned with the strategic directions for Shepparton CBD.
- Potential impacts on perceptions of safety associated with increased activation of the site due to an increased number of residents, workers and visitors on the site, or accessing the retail and other services in the area. This could either be positive or negative depending on the receiver.
- With greater pedestrian movement and street activation during the day and early hours of the evening, perceptions of public safety is likely to improve with increased public surveillance (“eyes on the street”) and vibrancy in the in the PSA and CBD.
- Potential negative impacts on perceptions of safety associated with integration of social housing residents from various backgrounds into the PSA community. However, it is noted that the potential residents of the proposed development are existing members of the Shepparton community and are not “strangers” who are coming from other areas of Victoria and public safety concerns are likely to dissipate over time.
- Perceived potential negative impacts to the amenity of the adjacent secondary school. With appropriate mitigation measures, amenity concerns are likely to dissipate over time. Changes in access to open space of students at the adjacent secondary school due to the height of the proposed building. However, the building will only result in minor overshadowing and not overlooking.
- Aesthetic benefits associated with improved amenity and surroundings from the delivery of an architecturally designed building. The addition of the new building with architectural considerations is likely to enhance surroundings of the PSA and the broader Shepparton CBD in line with its strategic aims.
- Potential benefits associated with the provision of new public space with seating and vegetation, enhancing user experience in public domains and promoting urban ecology in the PSA.

#### *Responses and mitigation measures:*

- Identify mitigation measures in the Construction Management Plan to reduce the impacts associated with traffic during the construction phase.
- Develop a communications and engagement plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided, alongside a complaints and enquiries management process.
- Develop a Traffic Management Plan to ensure the safety of the road network for all users during construction and operation.
- Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.

- Ensure the proposed public space follows universal design principles and can be utilised by people of all ages and abilities.
- Implementation of Beyond Housing and Wintringham's social housing models with active management of residences to prevent and resolve issues, which has historically resulted in low eviction rates.
- Use design to minimise the impact of social housing on neighbours, including the school. Such as no overlooking and choice of materials to minimise noise impacts.
- Ensure high quality design in relation to the landscape setting, amount of vegetation and shade, condition of facilities, and equipment.
- As the public car park is likely to be accessed outside of daylight hours, ensuring adequate lighting, clear sightlines and other Crime Prevention Through Environmental Design (CPTED) measures will support safety outcomes.
- Reduce noise impacts (e.g., noise associated with the Maude Street and Shepparton CBD in general) by landscape design, siting and other soundproofing elements in the apartment and public space and facilities design.

Summary – Surroundings	
<b>Overall impact</b>	The project will have high impacts on surroundings. <ul style="list-style-type: none"> <li>• <b>Construction: Medium (likely moderate) – negative</b></li> <li>• <b>Operation: High (likely moderate) – positive</b></li> </ul>
<b>Likelihood</b>	Impacts to surroundings and amenity are likely.
<b>Duration</b>	Construction impacts are temporary. Operational impacts are long term, but the impact on individuals may lessen over time as people become accustomed to the changes.
<b>Severity/ sensitivity</b>	Moderate to high sensitivity to impacts as 1) the proposed development will impact social housing residents who may be experience significant economic and social disadvantage and 2) changes in surrounding activities will impact young students attending secondary college adjacent to the site and surrounding residents and workers.
<b>Extent</b>	Construction impacts would likely impact students, residents, workers and visitors in the PSA. Operation impacts such as better surroundings would benefit social housing residents while improved amenity with the new public car parking would benefit residents, workers and visitors from the broader SSA.
<b>Potential to mitigate/ enhance</b>	The potential to mitigate impacts is high, as construction management and effective engagement can be utilised to address and manage concerns that current residents or users of the site may have. Construction impacts would need to be proactively mitigated and well communicated due to the presence of education facility and several businesses close to the site and other ongoing and upcoming construction activities in the area.  Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project. Design that promotes perception of and actual safety should be considered in the to address safety and privacy concerns among current community members. During operation, maintaining good relationships with surrounding establishments will enhance the Project's position in the community.

### 6.5.7 Livelihoods - including people's capacity to sustain themselves through employment or business

#### Construction phase:

- Increased access to employment opportunities in the SSA within the construction sector during the construction phase. While these jobs will be temporary, project-based work is typical to the sector.

- There is likely to be increased patronage for local businesses in the PSA and SSA associated with increased construction workers in the area. Construction workers may choose to spend their income at local businesses, such as cafes, and petrol stations.
- There is likely stimulation of the CBD economy, leading to socioeconomic advancement, which may benefit residents of the SSA.
- Temporary decreased amenity of area may have adverse impacts on the value of property or livelihoods along Maude Street, associated with establishment of the construction site. However, construction and development within activity centres is a normal occurrence, and small-scale development is not expected to significantly impact on amenity and therefore the desirability of accessing businesses in the PSA.

#### *Operational phase:*

- Potential positive impacts associated with increased employment opportunities for social housing residents with improved access to key public and social infrastructure, which will have broader social and economic benefits to the PSA and SSA residents. Provision of adequate, stable housing has profound impacts on mental health, physical well-being, productivity and personal financial capacity, allowing vulnerable residents to have a strong foundation, build and live a thriving life that contributes to the broader community.
- Increased patronage for local businesses in the PSA and wider SSA, based on the increased activation (additional residents, workers and visitors) in the area. This can improve viability of businesses in the area, associated with concentration of employment uses and activation at this site, and have flow on impacts for the broader town centre area.
- Potential perceptions residents that there will be impacts on the value of property within the PSA as a result of social housing development. However, there is no evidence to support that social housing development have damaging impacts on property sales values.<sup>12</sup>

#### *Responses and mitigation measures:*

- Identify mitigation measures in the Construction Management Plan to reduce the impacts on livelihoods in nearby businesses in the PSA, associated with noise, vibration, traffic and visual amenity during the construction phase.
- Develop a communications and engagement plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided, alongside a complaints and enquiries management process.
- Implementing a Social Procurement Strategy to ensure local community and disadvantaged groups can benefit from the employment and business opportunities associated with construction, and then maintenance of building once operational.

Summary – Livelihoods	
<b>Overall impact</b>	The redevelopment of the site, if impacts associated with construction are well mitigated, will ensure positive social outcomes in terms of increased employment opportunities and improved viability of local businesses. <ul style="list-style-type: none"> <li>• <b>Construction: High (likely major) - positive</b></li> <li>• <b>Operation: High (likely major) – positive</b></li> </ul>
<b>Likelihood</b>	Positive impacts from the proposed development are highly likely.
<b>Duration</b>	Operational benefits are long term, construction impacts are temporary.
<b>Severity/ sensitivity</b>	Moderate sensitivity to impacts - due to construction taking place in a community with slightly higher disadvantage than the NSW population, including lower average household incomes, and higher average ages

<sup>12</sup> Australian Housing and Urban Research Institute, 2013



Summary – Livelihoods	
<b>Extent</b>	Construction impacts would likely impact businesses in the PSA. Access to increased employment opportunities and increased patronage for local businesses would impact residents and businesses within the PSA and potentially across the SSA.
<b>Potential to mitigate/enhance</b>	The potential to mitigate impacts is moderate, as construction management and effective engagement can be utilised to address and manage concerns that current residents, businesses or users of the site may have. Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.

### 6.5.8 Decision-making systems - the extent to which people can have a say in decisions that affect their lives, and have access to complaint, remedy and grievance mechanisms.

*During development, construction, and operation:*

- As the proposed development incited a strong reaction from current community members, it is important to consider how stakeholders have been included in decision-making processes about this project. Social and emergency housing residents are likely to be more sensitive to change as they may be experiencing significant disadvantage or distress. Meanwhile, if engagement is perceived as insufficient by the wider community, this may lead to resentment, frustration, and fear.
- Various broader community engagement activities relating to the site have been undertaken in the area over the past year. There is strong opposition from some current community members, raising issues regarding overlooking of current buildings, concern about the potential for social housing residents to change the community cohesion, changes to the surroundings with the replacement of an open public car park with a three- to four-storey building. Equally, other members of the community support the proposal and recognise the need to provide more social housing.
- The community has been offered opportunities to comment and participate in the decision-making processes about the project as part of the public exhibition process of this proposal. Council has received over 750 submissions.

*Response and mitigation measure:*

- Continue to engage with current community members during the development and operation of the proposal to optimise community benefits.
- Production of report on submissions received from community, so feedback can be considered in final decision making process.

Summary – Decision-Making Systems	
<b>Overall impact</b>	Impacts associated with decision-making systems could potentially be low (unlikely minor). The Council has engaged with the community and feedback will be considered in the decision-making process of the councillors. <ul style="list-style-type: none"> <li><b>Construction and operation: Low (unlikely minor) - negative</b></li> </ul>
<b>Likelihood</b>	Likely short-term transition-phase negative impacts with likely longer term positive social benefits associated with provision of a mixed-use facility and mixed income community in the PSA.
<b>Duration</b>	Potential impacts could be long-term or permanent.
<b>Severity/ sensitivity</b>	High sensitivity to impacts, as the development involves or will impact social housing residents and potentially vulnerable population. Additional sensitivity due to culturally diverse population of the PSA.
<b>Extent</b>	Tenants of the site, and residents and other stakeholders within the PSA.
<b>Potential to mitigate/enhance</b>	The potential to mitigate impacts is high, as effective engagement can be utilised to address and manage concerns that the current residents or users of the site may have.

**Summary – Decision-Making Systems**

Ongoing contact and engagement will be crucial to ensure stakeholders are informed about all changes that may impact them throughout the project.

Further to this, the Social Housing Management Framework will be crucial to ensure that impacts to current and former social housing residents are minimised.

## 6.6 Summary of social impact assessment

Table 6 Summary of social impacts

Impact	Impact Dimensions					Potential Impact without Mitigation		Recommended Mitigation Measure/s
	Period	Duration	Extent	Likelihood	Magnitude	Social Significance Rating	Experience	
<b>Way of Life</b>								
Threat or expectation of change to way of life	Temporary	Development phase	PSA	Possible	Moderate	<u>Medium</u>	Could be negative or positive, depending on receiver	<ul style="list-style-type: none"> <li>Consider and integrate features in the design of the proposed development that will mutually protect privacy of both future residents of the social housing and students of nearby secondary college during the construction and operation of the proposed development.</li> <li>Identify mitigation measures in the Construction Management Plan to reduce the impacts associated with noise, vibration and visual amenity during the construction phase.</li> <li>Develop a Traffic Management Plan to ensure the safety of the road network for all users during construction.</li> <li>Develop a Communications and Engagement Plan to communicate with surrounding residents, workers, businesses and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided.</li> <li>Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.</li> <li>Develop a Social Housing Management Framework to outline the standards, policies, and procedures to support tenants, management of the building and community.</li> <li>Maximise the value of the building, including its public spaces, through design elements to enhance visual amenity of and activate the public space and surrounding areas.</li> </ul>
Noise, dust, vibration leading to inconvenience and disruption	Temporary	Construction phase	PSA	Possible	Minor	<u>Medium</u>	Negative	
Changes to traffic and parking availability leading to congestion and inconvenience	Temporary	Construction phase	PSA	Possible	Moderate	<u>Medium</u>	Negative	
Influence on nearby secondary school students' study and play	Temporary	Construction phase	PSA	Possible	Moderate	<u>Medium</u>	Negative	
Perceived threat to child safety	Permanent	Operational phase	PSA	Very unlikely	Moderate	<u>Low</u>	Negative	
Improved access to daily needs, employment opportunities and social interaction for social housing residents	Permanent	Operational phase	PSA	Likely	Transformational	<u>Very high</u>	Positive	
Improvements to way of life with the delivery of increased and improved public car park	Permanent	Operational Phase	SSA	Possible	Moderate	<u>Medium</u>	Positive	
Increased activation in the area resulting in noise and congestion or greater social interaction	Permanent	Operational phase	PSA	Possible	Moderate	<u>Medium</u>	Could be negative or positive, depending on receiver	

Impact	Impact Dimensions					Potential Impact without Mitigation		Recommended Mitigation Measure/s
	Period	Duration	Extent	Likelihood	Magnitude	Social Significance Rating	Experience	
<b>Community</b>								
Community cohesion	Temporary	Development & construction phase	PSA	Possible	Minor	<u>Medium</u>	Negative	<ul style="list-style-type: none"> <li>Develop a Communications and Engagement Plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period. Opportunities for feedback and to ask questions should also be provided.</li> <li>Maintain positive working relationships with residents and other stakeholders in the PSA, as guided by the Communications and Engagement Plan for the project.</li> <li>Develop a Social Housing Management Framework to outline the standards, policies, and procedures to support tenants, management of the building and community.</li> <li>Provide clear mechanisms to manage complaints and enquiries regarding the construction, and then operation.</li> </ul>
Changes to community composition	Permanent	Construction and operational phases	SSA	Possible	Minor	<u>Medium</u>	Could be negative or positive, depending on receiver	
Changed sense of place	Permanent	Construction and operational phases	PSA	Unlikely	Minor	<u>Low</u>	Could be negative or positive, depending on receiver	
Loss of/changed sense of community	Permanent	Construction and operational phases	SSA	Possible	Moderate	<u>Medium</u>	Could be negative or positive, depending on receiver	
Formation of new community in building through social housing provision	Permanent	Operational phase	PSA	Possible	Moderate	<u>Medium</u>	Positive	
Social capital and community cohesion	Permanent	Operation phase	SSA	Possible	Moderate	<u>Medium</u>	Positive	
<b>Accessibility</b>								
Decreased accessibility due to temporary loss of car park	Temporary	Construction	PSA	Almost certain	Minor	<u>Medium</u>	Negative	<ul style="list-style-type: none"> <li>Identify mitigation measures in the Construction Management Plan to reduce the impacts associated with traffic during the construction phase.</li> </ul>
Changes to access to and use of public transport and social infrastructure surrounding the site	Temporary	Construction phase	PSA	Likely	Minor	<u>Medium</u>	Negative	<ul style="list-style-type: none"> <li>Develop a Communications and Engagement Plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period.</li> </ul>
Increased traffic congestion, travel times, inconvenience and frustration	Temporary	Construction phase	PSA	Likely	Minor	<u>Medium</u>	Negative	<ul style="list-style-type: none"> <li>Develop and implement internal and external wayfinding strategies to ensure that the site is legible and walkable for users of the site.</li> </ul>

Impact	Impact Dimensions					Potential Impact without Mitigation		Recommended Mitigation Measure/s
	Period	Duration	Extent	Likelihood	Magnitude	Social Significance Rating	Experience	
Decreased accessibility and ease of travel due to cumulative impacts	Temporary	Construction phase	PSA	Possible	Minor	<u>Low</u>	Negative	<ul style="list-style-type: none"> <li>Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.</li> <li>Develop a Traffic Management Plan, once in construction phase.</li> <li>Develop a Social Housing Management Framework to outline the standards, policies, and procedures to support tenants, management of the building and community.</li> <li>Activate publicly accessible space delivered on the site in ways that are welcoming to all community members and can encourage casual social interaction between residents, workers and visitors to the site.</li> </ul>
Net increase in parking provision (additional 24 car spaces, with 2 all-abilities parking and 2 loading zones)	Permanent	Operational	SSA	Likely	Moderate	<u>High</u>	Positive	
Improved access to social infrastructure and daily living routines of residents	Permanent	Operational phase	PSA	Likely	Moderate	<u>High</u>	Positive	
<b>Culture</b>								
Loss of/changes to connection to place	Permanent	Construction and operational phases	SSA	Unlikely	Minor	<u>Low</u>	Negative	<ul style="list-style-type: none"> <li>The PSA and SSA residents are a culturally and linguistically diverse community. Ensure any communications and engagement reaches all audiences in the area.</li> </ul>
Change in local community connections and shared customs	Permanent	Construction and operational phases	PSA	Unlikely	Minimal	<u>Low</u>	Could be negative or positive, depending on receiver	
<b>Health and Wellbeing</b>								
Fear and anxiety of the unknown	Temporary	Development phase	PSA	Possible	Moderate	<u>Medium</u>	Negative	<ul style="list-style-type: none"> <li>Construction Management Plan to reduce the impacts associated with traffic during the construction phase, to ensure safety in the PSA.</li> <li>Develop a Communications and Engagement Plan.</li> <li>Develop a Traffic Management Plan, once in construction phase</li> <li>Enhance pedestrian connections between the site and surrounding facilities to encourage active transport and promote physical activities (e.g., wayfinding, adequate shade, public art).</li> </ul>
Dust, noise and vibration	Temporary	Construction phase	PSA	Possible	Minor	<u>Medium</u>	Negative	
Risks to pedestrian, cyclist and vehicle safety	Temporary	Construction phase	PSA	Possible	Minor	<u>Medium</u>	Negative	
Perceptions of safety/unsafety	Temporary	Construction phase	PSA	Possible	Minor	<u>Medium</u>	Negative	
Cumulative impacts to wellbeing from ongoing construction	Temporary	Construction phase	SSA	Unlikely	Minor	<u>Low</u>	Negative	

Impact	Impact Dimensions					Potential Impact without Mitigation		Recommended Mitigation Measure/s
	Period	Duration	Extent	Likelihood	Magnitude	Social Significance Rating	Experience	
Noise impacts from increased activation	Permanent	Operational phase	PSA	Unlikely	Minor	<u>Low</u>	Negative	<ul style="list-style-type: none"> <li>Ensure the proposed public space follows universal design principles and can be utilised by people of all ages and abilities.</li> <li>Ensuring adequate lighting, clear sightlines and other Crime Prevention Through Environmental Design (CPTED) measures will support safety outcomes.</li> </ul>
Provision of secure housing to residents experiencing distress or disadvantage	Permanent	Operational phase	SSA	Likely	Transformational	<u>Very High</u>	Positive	
<b>Surroundings</b>								
Changes to streetscape and appearance	Temporary	Construction phase	PSA	Likely	Moderate	<u>High</u>	Could be negative or positive, depending on receiver	<ul style="list-style-type: none"> <li>Implement Construction Management Plan to reduce the impacts associated with traffic during the construction phase.</li> <li>Develop a Communications and Engagement Plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period.</li> <li>Develop a Traffic Management Plan to ensure the safety of the road network for all users during construction and operation.</li> <li>Explore opportunities to coordinate construction activities with other construction projects in the area in to reduce cumulative construction impacts.</li> <li>Ensure the proposed public space follows universal design principles and can be utilised by people of all ages and abilities.</li> <li>Develop a Social Housing Management Framework to outline the standards, policies, and procedures to support tenants, management of the building and community.</li> <li>Implementation of Beyond Housing and Wintringham's social housing models with active management of residences to prevent and resolve issues, which has historically resulted in low eviction rates.</li> </ul>
Changes to views and perceptions of decreased open space	Temporary	Construction phase	PSA	Likely	Minor	<u>Medium</u>	Could be negative or positive, depending on receiver	
Changes to the surroundings and appearance of the site	Permanent	Operational phase	SSA	Likely	Minor	<u>Medium</u>	Could be negative or positive, depending on receiver	
Perceptions of safety/unsafety	Permanent	Operational phase	PSA	Possible	Moderate	<u>Medium</u>	Could be negative or positive, depending on receiver	
Perceptions of impacts to child safety	Permanent	Operational phase	PSA	Possible	Moderate	<u>Medium</u>	Negative	
Change in access to open space of nearby students	Permanent	Operational phase	PSA	Possible	Minor	<u>Medium</u>	Negative	

Impact	Impact Dimensions					Potential Impact without Mitigation		Recommended Mitigation Measure/s
	Period	Duration	Extent	Likelihood	Magnitude	Social Significance Rating	Experience	
Aesthetic benefits associated with improved amenity and surroundings	Permanent	Operational phase	PSA	Likely	Moderate	<u>High</u>	Positive	<ul style="list-style-type: none"> <li>Use design to minimise the impact of social housing on neighbours, including the school.</li> <li>Ensure high quality design in relation to the landscape setting, amount of vegetation and shade, condition of facilities, and equipment.</li> <li>Ensuring adequate lighting, clear sightlines and other Crime Prevention Through Environmental Design (CPTED) measures will support safety outcomes.</li> <li>Reduce noise impacts by landscape design, siting and other soundproofing elements in the apartment and public space and facilities design.</li> </ul>
New public open space	Permanent	Operational phase	SSA	Likely	Moderate	<u>High</u>	Positive	
<b>Livelihoods</b>								
Increased employment opportunities and stimulation of local economy	Permanent	Construction and operational phases	SSA	Likely	Major	<u>High</u>	Positive	<ul style="list-style-type: none"> <li>Identify mitigation measures in the Construction Management Plan to reduce the impacts on livelihoods in nearby businesses in the PSA.</li> <li>Develop a Communications and Engagement Plan to communicate with surrounding residents, workers, and visitors to ensure that all stakeholders are made aware of the timing and likely impact of the construction period.</li> <li>Implementing a Social Procurement Strategy.</li> </ul>
Perception of change in property values due to presence of social housing	Permanent	Construction and operational phases	PSA	Unlikely	Minor	<u>Low</u>	Negative	
Social housing residents contribute to local economy and in better position to seek and maintain stable work	Permanent	Operational phase	PSA	Likely	Transformational	<u>Very High</u>	Positive	
<b>Decision-making systems</b>								
Ability to influence final decision about the Project	Temporary	Construction	SSA	Unlikely	Minor	<u>Low</u>	Negative	<ul style="list-style-type: none"> <li>Ongoing engagement with community on the proposal and transparent decision-making processes.</li> <li>Production of report on submissions received from community, so feedback can be considered in final decision-making process.</li> </ul>

### 6.6.1 Conclusion

An assessment of the social impact categories, as defined within the NSW Social Impact Assessment Guideline (DPIE, 2020) has been undertaken with consideration to the issues identified through the baseline analysis.

Each category of impact is appraised with a significance of the impact based on the likelihood, consequence and social risk rating. Overall, the level of impacts of the development have been assessed as ranging from low to high, with no major significant negative impacts identified that cannot be effectively mitigated.

Key challenges identified with the proposed development relate to:

- Temporary impacts to accessibility and way of life as a result of temporary loss of public car parking on this site to build a three- to four-storey social housing apartment building with public and residential parking. However, it is noted that redevelopment of the nearby Maude Street Mall will offset the temporary loss of parking space due to the proposed development, resulting in a net increase of 24 car parking spaces in the general area.
- Temporary impacts to amenity and surroundings, and health and wellbeing during the construction phase of the proposed development. Changes to amenity may relate to environmental factors such as noise, traffic and parking, vibration, views and air quality, which would affect surrounding residents and visitors, and students and staff at the neighbouring secondary school. These impacts would occur no matter what type of development took place at this location.
- These impacts will be managed in accordance with legislation, through a Construction Management Plan and a Traffic Management Plan to be developed in consultation with relevant parties and authorities, and via an appropriate Communications and Engagement Strategy.

The most significant social benefits of the proposal relate to:

- Increase social housing dwellings in an area of undersupply and with high rate of homelessness and housing stress:
  - Potential benefits to community resilience and social capital associated with increased provision of social housing to support growing number of residents in the area experiencing housing stress and disadvantage.
  - Improvements to way of life, accessibility, livelihood and health and wellbeing for future residents of social housing with the site being centrally located in the Shepparton CBD, with easy access to retail precinct, public transport and social infrastructure. The benefits across the social housing residents' lives will be transformational in many ways.
- The proposed development would also improve public amenity as it is expected to deliver an improved public parking infrastructure and open space based on architecturally designed building that aligns with Council and State Government policy.
- Potential benefits to community connection and cohesion associated with increased diversity in the community and increased opportunities for social interaction between residents due to the proposed mixed-use development. There will not be a net change in the make-up of the community, as all future social housing residents will be drawn from the Shepparton community.
- Potential benefits to the local economy associated with increased pedestrian activation on the site, catalysing new opportunities for economic activity and increased patronage of local businesses.

The overall long-term benefit of the proposed development is considered to be largely positive, and potential negative impacts can be mitigated through implementation of a robust Construction Management Plan and Traffic Management Plan and Communications and Engagement Plan to seek and incorporate important community feedback during development and construction phase and a comprehensive Social Housing Management Framework for residents of social housing during operational phase to reduce disruption for residents and the broader community.



# Social Housing Planning and Urban Design Advice

115-121 Maude Street, 92 Nixon Street and 5 Edward Street

June 2022

Ethos Urban acknowledges the Traditional Custodians of Country throughout Australia and recognises their continuing connection to land, waters, and culture.

We acknowledge the Woi Wurrung people of the Kulin Nation, the Traditional Custodians of the land where this document was prepared, and the Kailtheban people of the Yorta Yorta nation, the Traditional Custodians of Shepparton and the land affected by the proposal.

We pay our respects to their Elders past, present and emerging.



**'Dagura Buumarri'**

Liz Belanjee Cameron

'Dagura Buumarri' – translates to Cold Brown Country. Representing Victoria.

The river system illustrated in this visual image is bound in greens and golds to acknowledge the warmth often felt in a colder climate. The rich earth hues of green, reds and browns reflect the local landscapes of this state while the extensive use of rhythmic patterning captures the unique landscapes of flat and mountainous areas. The use of earth colours imparts a sense of strength and serenity while contrasting greens throughout the image reminds us of the lushness of the natural world, where animals and humans once lived in harmony – it reminds us of the importance to protect the lands, waterways and skies and care for our localised environment. Scattered throughout the image are bold colours of oranges – a source of energy that continues to be felt as a life-giving source. The orange hues also portray the varying sunsets in which many Victorians enjoy seeing.

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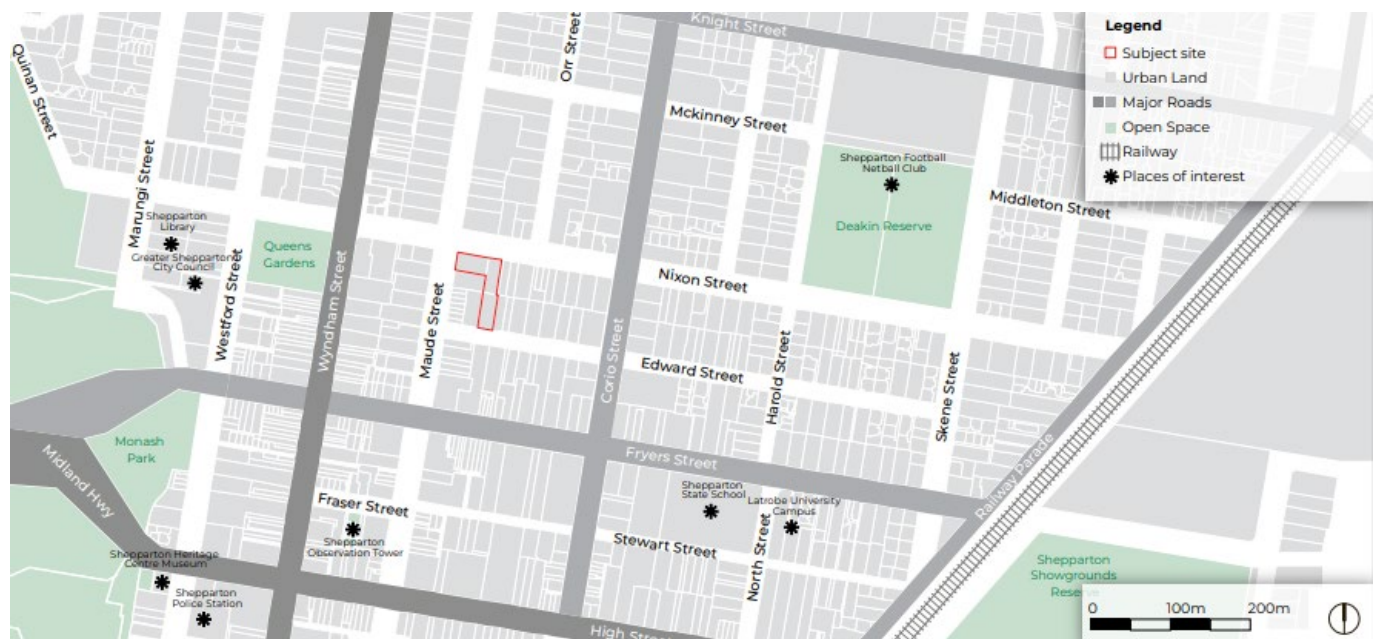
# 1.0 Introduction

Ethos Urban have been engaged by Greater Shepparton City Council to prepare a planning and urban design assessment of the proposed development at 115-121 Maude Street (the subject site). The location of the subject site is shown in **Figure 1**.

The proposal seeks to construct a three to four storey building consisting of a public ground floor car park, a residential car park on the second storey, and one-two bedroom apartments on the third and fourth storeys.

In late 2021, Council received a request from Beyond Housing and Wintringham to construct social housing on Council-owned land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton: the Maude/Nixon and Edward Streets Car Park. Both organisations are Registered Housing Associations and have long operated in the Greater Shepparton and the wider Goulburn Valley offering social housing and support services.

The proposed development that requires the sale of air space above the existing Council car park, has been met with a number of objections from the local community. As a result, an assessment of the planning and urban design merits of the development has been undertaken to appropriately respond to the community's concerns.



**Figure 1: Subject site**

Source: Ethos Urban

## 2.0 Subject Site

The subject site at 115-121 Maude Street is located within the Shepparton Central Business District precinct, which includes a broad range of retail, commercial, office and civic uses and developments. The site is located on the eastern side of Maude Street, which runs North-South in parallel with the Goulburn Valley Highway and is situated approximately 430m to the North of High Street. The subject site is shown in **Figure 2** and **Figure 3**.

Key features of the site include:

- The sites are three rectangular shaped allotment of approximately 910.44m<sup>2</sup> for the Westernmost parcel, 770.81m<sup>2</sup> the one immediately East to that one, and 869.29 m<sup>2</sup> on the Southernmost lot. The approximate frontages are 22.65m, 17.07m, and 19.16m respectively, with a depth of approximately 40.23m, 45.27m and 45.56m respectively. The parcel to the West is on a corner thus benefiting from two street frontages.
- The land does not present any changes in topography throughout.
- There is vehicular access to 115-121 Maude Street via a frontage to Maude Street to the West of the lot, and to 5 Edward Street via frontage to the South. 92 Nixon Street only offers pedestrian access.
- The site and surrounding precinct are commercial in nature and zoned accordingly. Residential zones begin from about 58.77m to the North of the lots.
- The land is currently used for an open Car parking, with no building constructed on site. All parking spaces are shaded with tarps over poles.



**Figure 2: Site Context Map**

Source: Ethos Urban, 2022



**Figure 3: Aerial Map of the Subject Site**

Source: Ethos Urban & NearMap

The area surrounding the subject site includes:

### South

- The Southern interface to 5 Edward Street abuts a two-way street approximately 11m wide, which provides vehicular access to that parcel. The street also provides two lanes of on-street parking next to each sidewalk.
- Opposite 5 Edward Street is an open car parking lot with a steel security fence and gate to the front boundary, as shown in **Figure 4**. At the rear of the parking lot is a one storey building constructed of brick.
- Other nearby buildings on Edward Street includes:
  - A double storey building built to boundaries;
  - A single storey building built to the street edge and setback from the rear boundary; and
  - A single storey medical centre set back from the front and rear boundary.
- South of 115-121 Maude Street (subject site) is 123-129 Maude Street, the Shepparton ACE Secondary College. A two storey building of the College is built to the street edge of Maude Street and the rear boundary, as shown in **Figure 6**. The site includes a fence at front, which continues around to the rear boundary. Vehicle access to 123-129 Maude Street is via a roller door located at the southern boundary of the subject site. The fencing of 123-129 Maude Street is constructed of corrugated galvanised metal sheets closer at the interface to Maude Street and a two-storey concrete wall at the rear of the site, as shown in **Figure 5**.
- All existing developments abutting the street feature windows on the front street interface.



**Figure 4: Existing use, view from Edward Street**

Source: Ethos Urban



**Figure 5: View along Southern boundary of 115-121 Maude Street**

Source: Ethos Urban



**Figure 6: View from corner of 115-121 Maude Street to the South**

Source: Ethos Urban





**Figure 7: View from 5 Edward Street to South interface**

Source: Ethos Urban

### East

- Immediately to the east of 92 Nixon Street is a vacant parcel with a corrugated iron fence at the front and rear boundary of the site, as shown in **Figure 8**.
- Further east of 5 Edward Street is an existing medical centre, set back from front and rear boundaries, as shown in **Figure 9**. It features a low wall to front interface and a corrugated metal fence to rear boundary to 5 Edward Street.
- Other buildings along Edward Street includes:
  - A double storey building built to boundaries;
  - A single storey building set back from the front and lateral boundaries to provide for vehicular access and parking; and
  - A single storey retail building built to the street edge.
- Every building feature windows to the street interface.
- Properties to the east along Nixon Street includes:
  - A double storey building setback from the front boundary;
  - A single storey retail building built to the street edge but setback from the eastern boundary;
  - A single storey dwelling featuring a landscaped front setback to the street interface; and
  - A single storey office building set back from street.
- All setbacks are to provide for vehicular access and parking. Every building features windows to the street frontage.



**Figure 8: View East of 92 Nixon Street to vacant lot and East of 5 Edward Street to medical centre rear setback**

Source: Ethos Urban



**Figure 9: View East of 5 Edward Street to medical centre**

Source: Ethos Urban

### North

- The eastern boundary of 115-121 Maude Street faces Nixon Street, a two-lane street approximately 20m wide providing vehicular access to the site and including four lanes of parallel on-street parking, as shown in **Figure 11**. The lanes of parallel on street parking are abutting each sidewalk whilst the remaining two lanes of parallel parking are in the middle of the street, with a row of small canopy trees between them.
- To the north of the subject site, and abutting the streetscape, is an existing double storey residential building, setback from front and side boundaries. The residential building includes a brick fence on the boundaries of the site.
- Also to the north of the subject site is a single storey building built to site boundaries and set back from the front boundary. The single storey building also includes a steel security fence at the front boundary.
- All existing developments abutting the street feature windows on the front street interface.
- The subject site at 115-121 Maude Street abuts the southern side of the intersections of Maude Street and Nixon Street. The intersection features a roundabout with a diameter of approximately 16m and a canopy tree in the centre, as shown in **Figure 10**.



**Figure 10: View North along Maude Street from corner of 115-121 Maude Street**

Source: Ethos Urban



**Figure 11: View East along Nixon Street from corner of 115-121 Maude Street**

Source: Ethos Urban

### West

- The front interface of the subject site abuts Maude Street, which is approximately 18m wide and provides vehicular access to the lot. Maude Street hosts four lanes of on-street parking, with two lanes of parallel parking abutting each sidewalk and two lanes in the middle of the street, with a row of mature canopy trees between the two lanes, as shown in **Figure 12**.
- To the west and opposite the subject site is an existing single storey retail building, built to site boundaries, with exception of the western setback not visible from Maude Street to provide vehicular access to the property.
- Other existing developments abutting the street are set back from front boundary, with fencing limited to the Uniting Church and the associated Maude Street Music Hub which features a low brick wall approximately 0.40m tall.
- All existing developments abutting the street feature windows on the front street interface.
- The subject site abuts the southern side of the intersections of Maude Street and Nixon Street, which features a roundabout with a diameter of approximately 16m and a canopy tree in the centre, as shown in **Figure 10**.
- West of 115-121 Maude Street is an existing double storey secondary college built to the street edge of Maude Street and the rear boundary, as shown in **Figure 6**.
- West of 5 Edward Street is a two-storey retail building, built to the street edge and setback from the rear boundary to provide for open car parking spaces. To the side boundaries is a wooden fence and a corrugated metal fence.



**Figure 12: View West of 115-121 Maude Street**

Source: Ethos Urban



**Figure 13: View West of rear side of 92 Nixon Street**

Source: Ethos Urban



**Figure 14: View from Edward Street of South and West interfaces of 5 Edward Street**

Source: Ethos Urban



**Figure 15: 112 Maude Street**

Source Ethos Urban

Located to the north east of the subject site is a single storey dwelling at 112 Maude Street, as shown in **Figure 15**. The dwelling is heritage listed and has an interface to Maude Street and Nixon Street.

## 3.0 The Proposal

The proposed development will be a vertical expansion of the existing public car park on Council-owned land to include social housing. The proposal seeks to retain and redevelop the existing parking infrastructure and construct a three to four storey building on the site. The conceptual design for the proposed development seeks to adopt innovative and contemporary sustainable design in alignment with the principle of environmentally sustainable development and will be comprised of the following key elements:

- Public car park on ground level
- Public and residential car park on the first level
- 31 one- and two-bedroom apartment units on the second and third levels of the building with:
  - 15 one-bedroom units operated by Wintringham for older (50+ years) residents who have a background of homelessness and are on statutory incomes (such as aged pension or disability pension)
  - 16 units, a mix of one bedroom and two bedrooms, operated by Beyond Housing for residents across all ages from the social housing priority list
  - New public open space on the corner of Nixon and Maude Streets.

The social housing will be delivered by Beyond Housing and Wintringham, both of which are Registered Housing Associations and have worked in the Greater Shepparton and wider Goulburn Valley subregion for a substantial period of time. Beyond Housing and Wintringham will deliver the project from construction to long-term asset management, assuming ownership of the apartment units upon completion of the proposed project. The proposed plan for the development may result in loss of eight car spaces, but nearby Maude Street Mall redevelopment will provide an additional thirty-two new car spaces.



**Figure 16 View of proposed development from the corner of Maude and Nixon Street**

Source: BY Architecture

## 4.0 Higher Order Planning Policy

The following state planning policy documents are relevant to the subject site and the proposed development:

- Plan Melbourne 2017-2050
- Hume Regional Growth Plan

### 4.1.1 Plan Melbourne 2017-2050

Plan Melbourne identifies Shepparton as one of Victoria's "Regional Cities" which operates as a service hub for smaller communities. Plan Melbourne also states that government investment into regional cities will be crucial to their development and should be provided to reflect the strategic priorities of each regional city. Plan Melbourne provides a range of directions and policies for regional Victoria, including:

- *Direction 7.1: Invest in regional Victoria to support housing and economic growth*
  - *Policy 7.1.1 Stimulate employment and growth in regional cities*
  - *Policy 7.1.2 Support planning for growing towns in peri-urban areas*
- *Direction 7.2: Improve connections between cities and regions*
  - *Policy 7.2.1 Improve transport and digital connectivity for regional Victoria*
  - *Policy 7.2.2 Strengthen transport links on national networks for the movement of commodities*

Furthermore, Plan Melbourne identifies Victoria's regional cities as having capacity for growth which can contribute to local and state economies.



Figure 17: Victoria's regional cities

Source: Department of Environment, Land, Water and Planning

### 4.1.2 Hume Regional Growth Plan

The Hume Regional Growth Framework Plan identifies Shepparton as a regional city and a major growth location in the Hume region. Shepparton is identified as one of the most populated settlements in the Hume region which contains health, education and community infrastructure which is of significance to the wider region. The Hume Regional Growth Framework also recognises the importance of Shepparton in providing freight connection networks to the wider region and Melbourne.

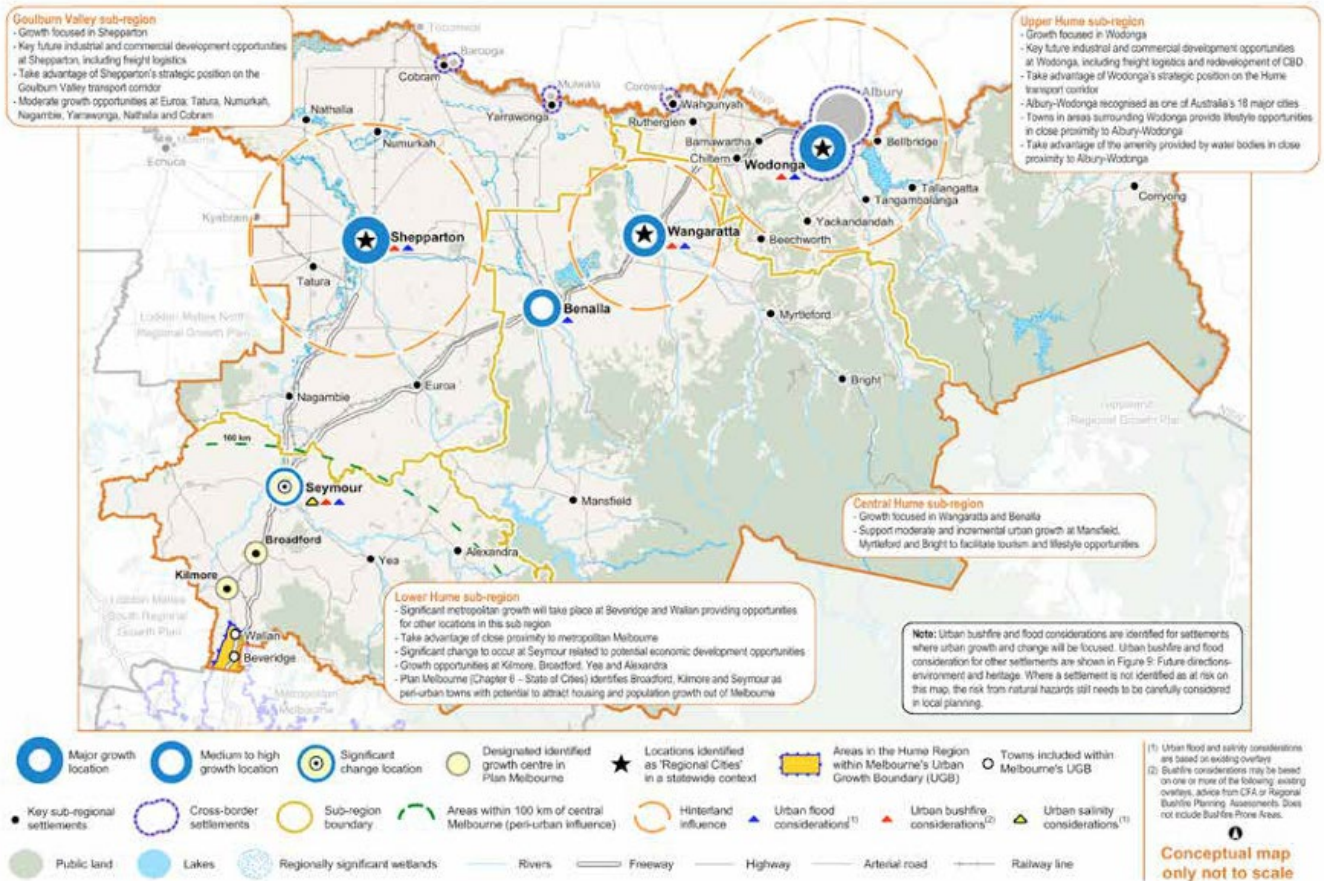


Figure 18: Future urban growth in the Hume region

Source: Department of Environment, Water, Land and Planning

The Shepparton CBD is recognised as having the capacity to accommodate growth via urban renewal and redevelopment projects. The Hume Regional Growth Plan recognises the need for Shepparton to respond to opportunities which can provide increased housing densities in the Shepparton CBD to cater for its growing and changing population.

*'Shepparton will continue to develop its role as a business, retail and services hub for the region, taking advantage of new opportunities in food production and processing, and transport and logistics. Redevelopment of the Central Business District and infill housing development will reinvigorate the centre of the city.'*

The particular directions of relevance to the subject site include:

- Focus growth and development specifically in the regional cities of Shepparton, Wangaratta, and Wodonga, and in Benalla.
- Encourage residential growth in areas where there are supporting employment, transport services and commercial activities. Urban growth frameworks included in this plan broadly identify these areas for Shepparton, Wodonga, Wangaratta, and Benalla.



## 5.0 Planning Context

### 5.1 Municipal Planning Strategy

The Municipal Planning Strategy outlines the vision and strategic direction for the City of Greater Shepparton. It provides general guidance for the location of future development in the municipality. In particular, clause O2.3-1 Settlement encourages higher densities in proximity to the Shepparton CBD and provision of medium density and apartment style accommodation.

### 5.2 Planning Policy Framework

The Planning Policy Framework (PPF) provides the context in guiding decision makers and facilitating appropriate outcomes in relation to matters of planning. It seeks to ensure that the objectives of planning are fostered through appropriate land use and development policies and practices which integrate relevant environmental, social, and economic factors in the interests of net community benefit and sustainable development.

The following Clauses are of relevance to the subject site:

- Clause 11 (Settlement)
  - Clause 11.01-1S (Settlement - Victoria)
  - Clause 11.01-1R (Settlement - Hume)
  - Clause 11.01-1L (Settlement Urban growth and consolidation)
  - Clause 11.02-1S (Supply of Urban Land)
  - Clause 11.02-1L (Investigation Areas)
  - Clause 11.03-1S (Activity Centres)
- Clause 15 (Built Environment and Heritage)
  - Clause 15.01-1S (Urban Design)
  - Clause 15.01-1L (Urban Design)
  - Clause 15.01-2S (Building Design)
  - Clause 15.01-5S (Neighbourhood Character)
- Clause 16 (Housing)
  - Clause 16.01-1S (Housing Supply)
  - Clause 16.01-2S (Housing Affordability)
- Clause 17 (Economic Development)
  - Clause 17.01-1S (Diversified Economy)

The PPF supports and encourages the concentration of major residential, retail, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community. The proposed development at the subject site generally meets the objectives and strategies of the PPF, including:

The objective of **Clause 11.01-1S (Settlement - Victoria)**;

- *To promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.*

The strategies of **Clause 11.01-1S (Settlement - Victoria)** that:

- *Develop sustainable communities through a settlement framework offering convenient access to jobs, services, infrastructure and community facilities.*
- *Focus investment and growth in places of state significance in Metropolitan Melbourne and the major regional cities of Ballarat, Bendigo, Geelong, Horsham, Latrobe City, Mildura, Shepparton, Wangaratta, Warrnambool and Wodonga.*
- *Provide for growth in population and development of facilities and services across a regional or sub-regional network.*
- *Limit urban sprawl and direct growth into existing settlements.*
- *Develop compact urban areas that are based around existing or planned activity centres to maximise accessibility to facilities and services.*

The select strategies of **Clause 11.01-1R (Settlement - Hume)** that:

- *Facilitate growth and development specifically in the regional cities of Shepparton, Wangaratta, Wodonga and Benalla.*

The select strategies of **Clause 11.01-1L (Settlement Urban growth and consolidation)** that:

- *Discourage residential growth outside the nominated settlement boundaries.*

The objective of **Clause 11.02-1S (Supply of Urban Land)** is:

- *To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.*

The select strategies of **Clause 11.02-1S (Supply of Urban Land)** that:

- *Plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur. Residential land supply will be considered on a municipal basis, rather than a town-by-town basis.*
- *Planning for urban growth should consider:*
  - *Opportunities for the consolidation, redevelopment, and intensification of existing urban areas.*
  - *Neighbourhood character and landscape considerations.*
  - *The limits of land capability and natural hazards and environmental quality.*
  - *Service limitations and the costs of providing infrastructure.*

The objective of **Clause 11.03-1S (Activity Centres)** is:

- *To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.*

The select strategies of **Clause 11.03-1S (Activity Centres)** that:

- *Build up activity centres as a focus for high-quality development, activity and living by developing a network of activity centres that:*
  - *Comprises a range of centres that differ in size and function.*
  - *Is a focus for business, shopping, working, leisure, and community facilities.*
  - *Provides different types of housing, including forms of higher density housing.*
  - *Is connected by transport.*
  - *Maximises choices in services, employment, and social interaction.*
- *Support the role and function of each centre in the context of its classification, the policies for housing intensification, and development of the public transport network.*
- *Encourage a diversity of housing types at higher densities in and around activity centres*

The objective of **Clause 15.01-1S (Urban Design)** is:

- *To create urban environments that are safe, healthy, functional, and enjoyable and that contribute to a sense of place and cultural identity*

The select strategies of **Clause 15.01-1S (Urban Design)** that:

- *Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.*
- *Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility, and providing for inclusiveness.*
- *Ensure that development provides landscaping that supports the amenity, attractiveness, and safety of the public realm.*
- *Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.*
- *Promote good urban design along and abutting transport corridors.*

The select strategies of **Clause 15.01-1L (Urban Design)** that:

- *Avoid building frontages with long expanses of solid walls by incorporating design elements and a variety of materials that create articulation and visual interest.*
- *Encourage landscaping in new developments to mitigate the impact of buildings on the surrounds and provide additional vegetation in the canopy.*

The objective of **Clause 15.01-2S (Building Design)** is:

- *To achieve building design outcomes that contribute positively to the local context and enhance the public realm.*

The strategies of **Clause 15.01-2S (Building Design)** that:

- *Ensure development responds and contributes to the strategic and cultural context of its location*
- *Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.*
- *Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.*
- *Ensure development is designed to protect and enhance valued landmarks, views and vistas.*

The objective of **Clause 15.01-5S (Neighbourhood Character)** is:

- *To recognise, support and protect neighbourhood character, cultural identity, and sense of place.*

The select strategies of **Clause 15.01-5S (Neighbourhood Character)** that:

- *Support development that respects the existing neighbourhood character or contributes to a preferred neighbourhood character.*
- *Ensure the preferred neighbourhood character is consistent with medium and higher density housing outcomes in areas identified for increased housing.*

The objective of **Clause 16.01-1S (Housing Supply)** is:

- *To facilitate well-located, integrated, and diverse housing that meets community needs.*

The select strategies of **Clause 16.01-1S (Housing Supply)** that:

- *Ensure that an appropriate quantity, quality, and type of housing is provided, including aged care facilities and other housing suitable for older people, supported accommodation for people with disability, rooming houses, student accommodation and social housing.*
- *Increase the proportion of housing in designated locations in established urban areas (including under-utilised urban land) and reduce the share of new dwellings in greenfield, fringe and dispersed development areas.*
- *Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.*
- *Identify opportunities for increased residential densities to help consolidate urban areas.*
- *Facilitate diverse housing that offers choice and meets changing household needs by widening housing diversity through a mix of housing types.*

The objective of **Clause 16.01-2S (Housing Affordability)** is:

- *To deliver more affordable housing closer to jobs, transport, and services.*

The select strategies of **Clause 16.01-2S (Housing Affordability)** that:

- *Increase the supply of well-located affordable housing by:*
- *Facilitating a mix of private, affordable, and social housing in suburbs, activity centres and urban renewal precincts.*
- *Ensuring the redevelopment and renewal of public housing stock better meets community needs.*
- *Facilitate the delivery of social housing by identifying surplus government land suitable for housing.*

The objective of **Clause 17.01-1S (Diversified Economy)** is:

- *To strengthen and diversify the economy.*

The select strategies of **Clause 17.01-1S (Diversified Economy)** that:

- *Improve access to jobs closer to where people live.*
- *Support rural economies to grow and diversify.*

## 5.2.1 Response to the PPF

The proposed development at 115-121 Maude Street will result in a residential development that will provide additional housing in the Shepparton Activity Centre.

The proposal will enable the sustainable growth of Shepparton by providing housing in a location that provides convenient access to jobs and services as per Clause 11. The proposal will provide for the current and expected population growth of Shepparton and addresses the need for housing within close proximity to jobs and established infrastructure, as per Clause 11.01-1S and Clause 11.03-1S. The proposed development will focus development within the established activity centre of Shepparton and limit urban sprawl to the wider Hume region as per Clause 11.01-1S and 11.01-1R. Furthermore, the proposal makes appropriate use of the existing supply of urban land in the municipality to accommodate the needs of the community, as per Clause 11.01-1L and Clause 11.02-1S.

The proposal provides a high-quality design response and responds to the existing character of the area that surrounds the subject site, as per Clause 15. Whilst the proposal will achieve a height which is greater than the height of the existing buildings in the surrounding area, the proposed development will provide setbacks and a built form response that is consistent with the adjacent existing buildings. The proposed development will be built to the street edge, as consistent with the existing buildings facing Maude Street. Most importantly, the proposed development will provide a development that is consistent with the preferred character of the Shepparton Activity Centre, whilst improving the access to affordable housing to support Shepparton as a liveable regional centre of Victoria, as per Clause 15.01-1S and Clause 15.01-1L. The proposed development will positively contribute to the local context of the subject site, and will have limited amenity impacts on adjacent properties, as per Clause 15.01-2S. The proposal will result in a medium density residential development which is consistent with similar developments within the Shepparton Activity Centre, as per Clause 15.01-5S.

The proposed development will provide a diversity of housing options in an established area of the municipality, as per Clause 16.01-1S. The proposal locates higher density housing in an area close to jobs, and facilitates the consolidation of housing in established areas, as per Clause 16.01-1S. The proposed development will provide affordable housing options by delivering social housing on land in an appropriate and strategic location, as per Clause 16.01-2S.

The proposal will support the local and regional economies to grow and diversify by providing housing with convenient access to jobs, retail services and community infrastructure, as per Clause 17.01-1S.

## 5.3 Zoning Controls

The subject site is within the Activity Centre Zone – Schedule 1 (ACZ1). The Purpose of the ACZ is to:

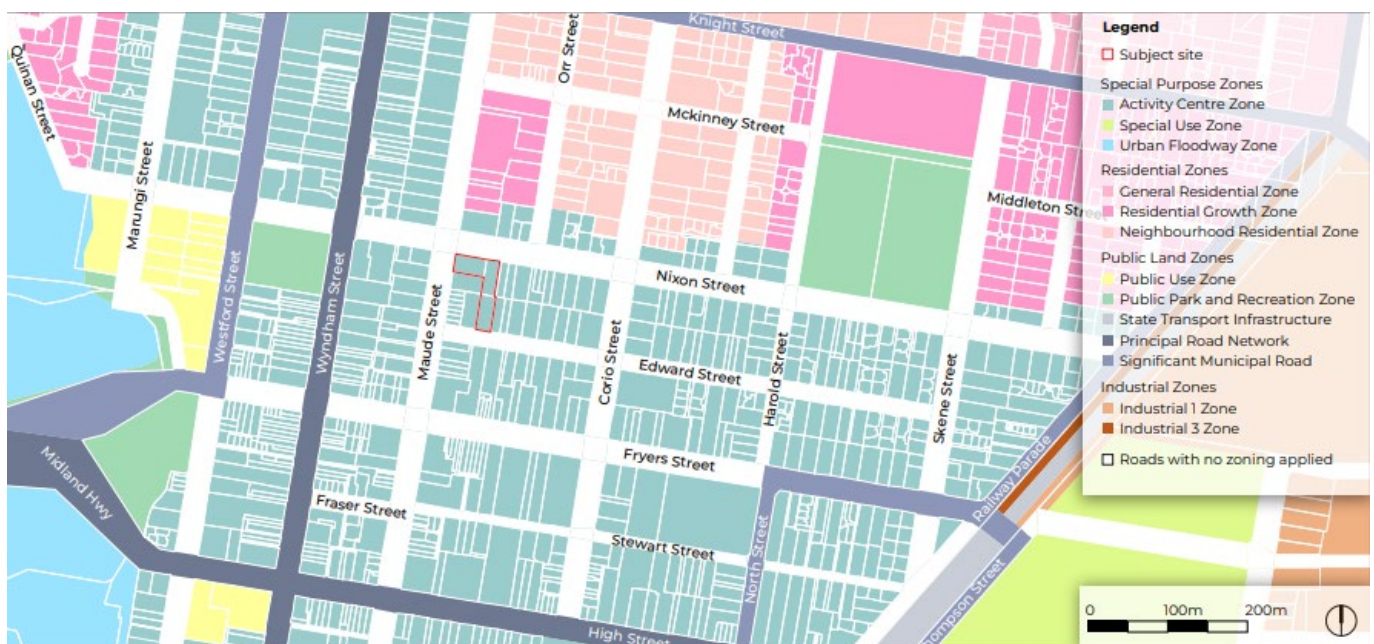
- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To encourage a mixture of uses and the intensive development of the activity centre:*
  - *As a focus for business, shopping, working, housing, leisure, transport and community facilities.*
  - *To support sustainable urban outcomes that maximise the use of infrastructure and public transport.*
- *To deliver a diversity of housing at higher densities to make optimum use of the facilities and services.*
- *To create through good urban design an attractive, pleasant, walkable, safe and stimulating environment.*
- *To facilitate use and development of land in accordance with the Development Framework for the activity centre.*

As per Clause 37.08-4, a permit is required to subdivide land. Subdivision should adhere to the precinct specific objectives outlined below. Subdivision is encouraged if it facilitates the creation of viable development sites within the ACZ.

As per Clause 37.08-5, a permit is required to construct a building or carry out works, unless the proposed works are for the following:

- *Install an automatic teller machine.*
- *Alter an existing building façade provided:*
  - *The alteration does not include the installation of an external roller shutter.*
  - *At least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing.*
- *Construct an awning that projects over a road if it is authorised by the relevant public land manager.*
- *Construct or extend a dwelling on a lot of more than 300 square metres. This exemption does not apply to:*

- Construction of a dwelling if there is at least one dwelling existing on the lot.
- Extension of a dwelling if there are two or more dwellings on the lot.
- Construction or extension of a dwelling if it is on common property.
- Construction or extension of a front fence within 3 metres of a street if the fence is associated with 2 or more dwellings on a lot or a residential building, and the fence exceeds the maximum height specified in Clause 55.06-2.
- The development of a caretaker's house or a bed and breakfast.
- Construct or carry out works normal to a dwelling.
- Construct or extend an outbuilding (other than a garage or carport) on a lot provided the gross floor area of the outbuilding does not exceed 10 square metres and the maximum building height is not more than 3 metres above ground level.
- Construct one dependent person's unit on a lot.
- Construct a building or to construct or carry out works for the public purpose of Health and Community, Local Government, Service and utility, Transport or Education providing the building or works is carried out by, or on behalf of, the relevant public land manager.



**Figure 19: Zone Map**

Source: Ethos Urban & VicPlan

Activity Centre Zone – Schedule 1 applies to the Shepparton Central Business District CBD and provides land use and development objectives for the identified precincts as per the Shepparton CBD Framework Plan. The subject site is within Precinct 1 – Retail Core. The objectives for Precinct 1 include:

- To encourage major anchor stores, shops, cinemas, entertainment, clothing and national brand retailers to locate within the core retail area in Sub-precinct 1A.
- To encourage the Maude Street Mall to function as a true 'centre' of town and facilitate higher scale, mixed-use development that includes residential to bring more people to the mall and increases activity on the street.
- To encourage the implementation of a best practice model for revitalisation and activation of Maude Street Mall.
- To encourage redevelopment of vacant or underused sites with buildings that creates a well-defined street edge. Specifically, this includes:
  - Improving the function and appearance of Vaughan Street through a stronger built form and architectural quality to define the streetscape and improve pedestrian amenity.
  - Encouraging a higher density of building around the mall, including the vacant sites or surface car parks of Stewart Street, to improve its appearance and safety.
- To encourage the location of cafes and dining, food outlets, entertainment, and residential (above ground level) in Fryers Street and the Maude Street Mall.

- To improve the function and appearance of the mall as the principal open space of the CBD's retail core and the heart of CBD activity.

Furthermore, as per Clause 37.08.5.1-4 development at the subject site should have a preferred street wall height of 11.5m and any additional levels above 11.5m are to be setback 5m from the building frontage.

### 5.3.1 Response to the Activity Centre Zone (ACZ)

The proposal will result in a residential development of 31 dwellings within the established Shepparton activity centre. The proposal will locate additional housing in a location that provides convenient access to job, retail services, public transport, and community infrastructure.

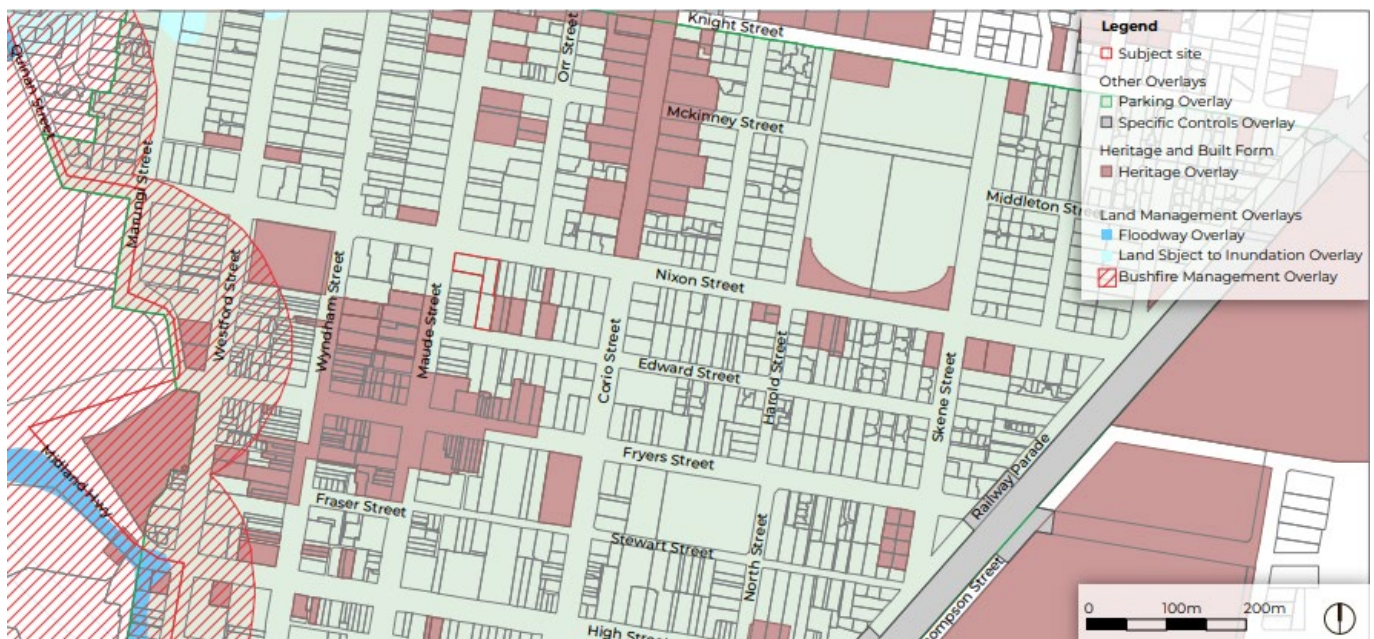
If a standard planning pathway is undertaken, a permit for development is required and both Clause 55 - ResCode and Clause 58 – Apartment Developments are applicable and development must be assessed against requirements.

The location of the proposed development aligns with the Purpose of the ACZ to facilitate medium density housing. Furthermore, the proposed development will provide a greater diversity of housing types within Shepparton to address current community needs. The proposal will provide a high-quality design response that will positively contribute to the urban design of Shepparton to create an attractive and walkable environment. Discussion of the merits of the urban design of the development, relative to the ACZ is discussed later in this report.

## 5.4 Overlay Controls

The subject site is impacted by the Parking Overlay (PO). The Purpose of the PO is to:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To facilitate an appropriate provision of car parking spaces in an area.
- To identify areas and uses where local car parking rates apply.
- To identify areas where financial contributions are to be made for the provision of shared car parking.



**Figure 20: Overlay Map**

Source: Ethos Urban & VicPlan

The subject site is located within Precinct 1 of the PO which applies to the Shepparton CBD. The parking objectives to be achieved in the Shepparton CBD include:

- To identify car parking rates to be provided for the use of land in the Shepparton Central Business District (CBD).
- To assist in encouraging appropriate commercial development and redevelopment within the CBD using realistic parking rates.

- *To maximise the supply and usage of parking by time of day for customers and employees of the CBD and capitalise on shared parking opportunities.*
- *To limit the requirements to provide car parking for new development and redevelopment, whilst minimising any adverse parking and equity consequences of new developments.*

As per Clause 45.09-1, the PO operates in conjunction with Clause 52.06.

Schedule 1 to Clause 45.09 (Parking Overlay) does not identify a statutory number of car parking spaces for dwellings or residential buildings.

#### 5.4.1 Response to the Parking Overlay – Schedule 1 (PO1)

The proposed development is for a residential building providing 31 one and two bedroom dwellings. The proposal includes 88 car parking spaces, including 3 accessible car parking spaces, located on the ground floor and first floor of the development. For the proposed dwellings, 37 car parks are required to fulfil the statutory car parking requirements of Clause 52.06. This also includes a provision of 6 visitors car parking spaces. Of the 88 car parking spaces proposed, the remaining 51 car parking spaces will be publicly accessible and facilitates the appropriate provision of car parking within the Shepparton CBD.

## 5.5 Strategic Context

The following policies have been identified as key policy drivers for the proposal:

- Shepparton and Mooroopna 2050 Regional City Growth Plan
- Shepparton CBD Strategy 2008
- Shepparton Affordable Housing Strategy 2020

### 5.5.1 Shepparton Mooroopna 2050 Regional City Growth Plan

The Shepparton Mooroopna 2050 Regional City Growth Plan identifies and recommends areas, that can accommodate growth and sustainable development in the Shepparton and Mooroopna region. The Growth Plan responds to the anticipated population growth of Shepparton and the need to provide increased job and housing opportunities.

The Growth Plan recognises the opportunities for renewal and redevelopment to enable a greater housing diversity and affordable housing in the Shepparton CBD. The Growth Plan encourages a mix of uses and more intensive development in the Activity Centre Zone as applied to the Shepparton CBD.

Strategies that are of particular relevance to the subject site include:

- *Support compact dwellings developing in the Shepparton CBD for housing diversity, affordability and deliver on the CBD revitalisation.*
- *Reinforce the planning tools that currently provide guidance in the Shepparton CBD to facilitate more compact dwellings, including townhouses and apartments*

Furthermore, the Growth Plan also identifies Shepparton as a location which can appropriately accommodate social and affordable housing due to its close proximity to a range of retail services, community infrastructure and job opportunities. The Growth Plan identifies renewal sites in the Shepparton CBD which could be utilised to provide this, including the subject site.

### 5.5.2 Shepparton CBD Strategy 2008

The Shepparton CBD Strategy 2008 outlines the role of Shepparton CBD as a regional centre for Goulburn Valley and Victoria by providing a range of key priorities and objectives to be achieved through the implementation of the Strategy.

The key priorities of the Shepparton CBD Strategy 2008 include:

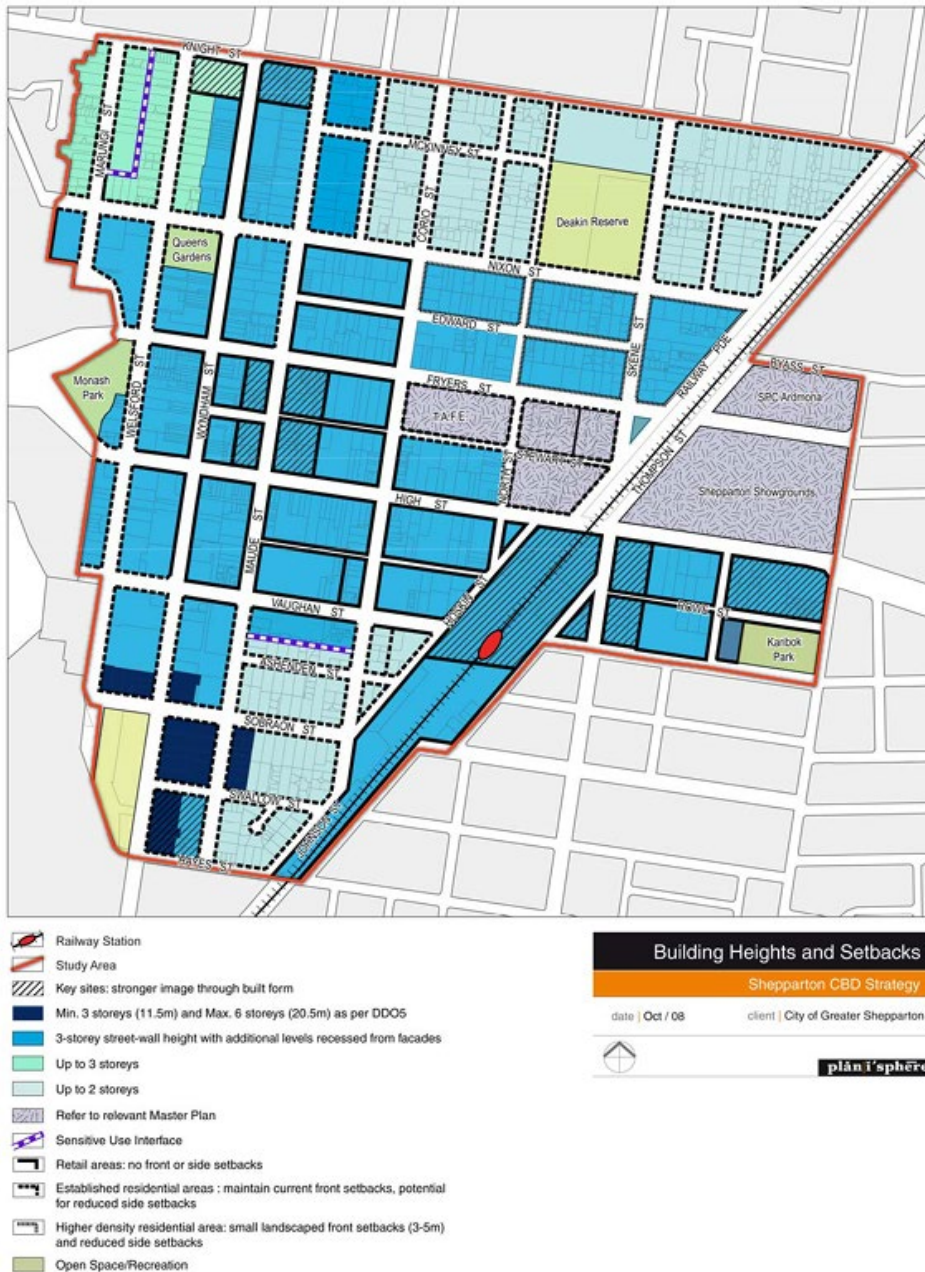
- *Developing and promoting Shepparton as a leader in sustainability through building design, transport modes resource management, its natural riverine environment and strong community.*
- *Consolidating the CBD as the principal retail centre in the region and creating an active, vibrant and safe CBD.*
- *Supporting a robust economy and local employment through appropriate land use mix and activities in the CBD.*

- *Creating residential opportunities and expanding housing choice within the CBD. Supporting development of the tertiary precinct and enticing students to live and study in Shepparton CBD. Defining a forward-looking image for the*
- *Shepparton CBD taking into consideration its strong indigenous and post-settlement migrant history, riverine location, and local agricultural industry.*
- *Improving the design, function and safety of key sites and precincts within the CBD including the Vaughan Street precinct, Maude Street Mall, Stewart Street and Shepparton Plaza. Creating a pedestrian and cycling-friendly environment.*
- *Improving movement and access by reducing traffic in the CBD, improving public transport services, and cycling links and facilities.*
- *Improving access to and provision of car parking within the CBD. 11. Improving access to, and an awareness of, the riverine area on the periphery of the CBD.*

The Shepparton CBD Strategy 2008 identifies the subject site within the Core Retail Precinct, and provides the following objectives which are relevant to the proposal:

- *Develop Shepparton's image as a city that fosters innovative and sustainable contemporary design.*
- *Promote the principles of environmentally sustainable design in all new development of the private and public realms.*
- *Create attractive and vibrant streetscapes that are defined by high-quality and well-designed buildings of an appropriate scale and setback to their location.*
- *Make better use of available land by allowing higher scale buildings in appropriate locations.*
- *Emphasise important sites with architecturally designed higher scale-built form.*
- *Improve the amenity and image of the CBD through the quality of its streetscape design.*





**Figure 21: Development Guidelines as per the Shepparton CBD Strategy 2008**

Source: Greater Shepparton City Council

The Shepparton CBD Strategy 2008 provides a range of development guidelines for building heights and setbacks of future development in the Shepparton CBD, as shown in **Figure 21**. Whilst no maximum building height has been identified for the subject site, future development should have a street wall height of three storeys, with additional levels setback a further 5m from the façade edge. At the ground level, building should be built to the street edge on Maude Street.

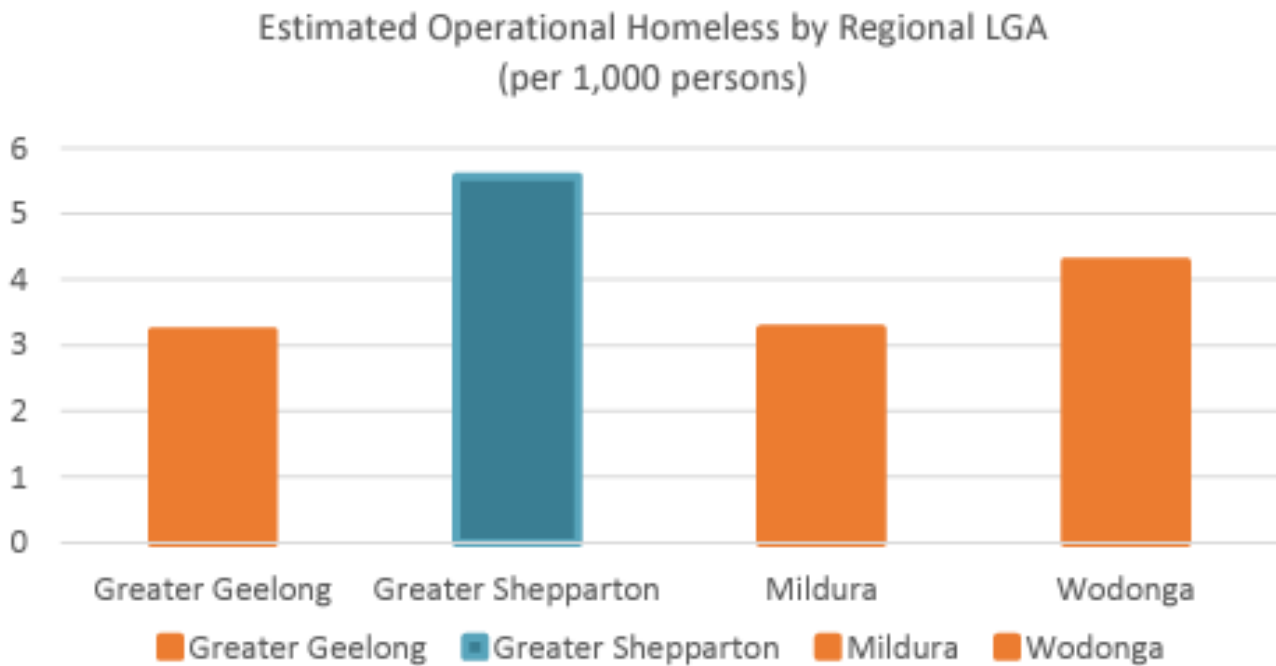
The Shepparton CBD Strategy 2008 aims to facilitate Maude Street as a main street of the Shepparton CBD by accommodating higher density office and residential development above ground level. The Shepparton CBD Strategy 2008 recognises that higher density residential development is an expected outcome which should be addressed in the planning controls for the Shepparton CBD.

### 5.5.3 Shepparton Affordable Housing Strategy 2020

The Shepparton Affordable Housing Strategy 2020 outlines the role of Council in providing affordable and social housing in Shepparton. The Shepparton Affordable Housing Strategy 2020 provides an analysis of the need for affordable housing in Shepparton, and classifies the need for housing into three categories, which includes:

- *Acute Housing Need*: experienced by people who are homeless and those who are marginally housed.
- *'At risk' Housing Need*: includes people who are in mortgage or rental stress, who are renting without a lease, or otherwise experiencing hardship, and who are vulnerable to trigger events that may prompt a housing crisis or eviction.
- *Potential Housing Need*: includes people that cannot afford to enter the property market or that could fall into housing stress if housing costs rise, low levels of housing diversity continue and there is no increase in Affordable Housing.

Shepparton is experiencing significant housing stress in comparison to other regional local government areas, as shown in **Figure 22**.



**Figure 22: Estimated homelessness by Regional LGA**

Source: ABS 2016 Census & Greater Shepparton City Council

There is a need for additional affordable housing in Shepparton, particularly in locations which can provide convenient access to employment, retail, and community services. The Shepparton Housing Affordable Housing Strategy 2020 incorporate a '*Housing First*' approach, which aims to provide a stable housing foundation for people experiencing housing stress. This would include Council facilitating 'shovel-ready' affordable housing projects which are suitable for Federal and State Government investment and funding.

## 6.0 Built Form and Urban Design Assessment

### 6.1 Building Height and Form

**Maude Street** - The Maude Street streetscape context consists predominantly of one and two storey low scale commercial buildings. Existing developments are predominantly on single allotments, with a mix of development built to site boundaries, with minimal front setbacks and developments set to the rear of lots with car parking area fronting the street.

Directly abutting the subject site to the south and fronting Maude Street is a secondary college, which features a in part single storey frontage set back from the front boundary, with two storey elements at the rear and to the southern side boundary (which abuts the Maude Street frontage).

Internally, the subject site abuts the rear of commercial lots. Noting the secondary college is built to boundary (rear and side – in part) with a sheer two-storey blank façade and other buildings present blank walls to the street or have rear service areas which are exposed to view.

**Nixon Street** – Nixon Street features a mix of one and two storey development. Development to the south predominantly features commercial style-built form and like Maude Street features a mix of development either built to boundary or set to the rear of the site with a car park fronting the streetscape.

Development to the north (including on the corner of Maude and Nixon Streets) is predominantly residential and set behind generous front and side landscaped setbacks.

It should be noted that the abutting site located at 94-96 Nixon Street is currently vacant.

**Edward Street** – Similarly, Edward Street features a mix of commercial and residential development with varied ground level setbacks. Directly abutting the site to the east is a single storey former dwelling now operating as a medical centre that is affected by a Heritage Overlay.

The **ACZI** specifies that buildings should be designed in accordance with requirements and guidelines specified in the precinct provisions in the schedule.

The northern portion of the subject site is identified as sub-precinct 1B which specifies:

- 7m preferred building height
- No preferred street wall height
- No front or side setbacks, except for any additional levels above 11.5 metres to be setback 5 metres from the building frontage.

The southern portion of the subject site is identified as sub-precinct 1A, which specifies:

- No preferred building height
- 11.5m preferred street wall height
- Setbacks to meet the objectives of Standard A3 and A10 of Clause 54 or Standard B6 and B17 of Clause 55 of the Greater Shepparton Planning Scheme

The **Shepparton CBD Strategy, 2008**, notes that the low building scale together with the flat topography and wide streets result in the CBD streetscapes appearing sparse and lacking a sense of definition. Furthermore, it encourages the increase in building heights within the CBD to promote a stronger sense of place:

*An increase in building height throughout the main activity areas of the CBD and a more consistent height at the street edge would create the impression of the streets having a stronger built form. By encouraging additional levels to low-scale buildings or redeveloping sites for higher scale development, a greater level of activity would be brought to the CBD, and more space would be created for office or residential uses. Higher scale buildings on key sites can also give prominence to important locations.*

The Shepparton CBD Strategy, 2008, identifies that development located at the subject site should be inclusive of a 3-storey street wall height with additional levels recessed from facades, with no front to side setbacks along the Maude, Nixon and Edward Street frontages.

Furthermore, the development *Guidelines – Building Heights and Setbacks* specify:

Enhance the image and identity of the retail and commercial CBD precincts through an overall increase in building height. In these areas:

- Encourage a consistent street-wall height of three storeys.
- Levels above three storeys should be set back a further 5m from the façade edge.
- At the ground level, set buildings up to the street edge where this is an established pattern of development, such as in the core retail areas.
- In areas where buildings sometimes have landscaped frontages, maintain this pattern of development. Discourage frontage car parking.
- No maximum building height for the main activity areas of the CBD is set.

### 6.1.1 Design Response

The proposed concept design comprises a development of up to four-storeys (13.68m), featuring ground and first floor parking and two areas of roof top gardens – fronting Nixon Street and 94 Nixon Street.

The following outlines the varying built form responses along each of the interfaces.

#### Maude Street Interface

- 7.5m ground level public open space setback.
- First and second floor (10.85m maximum height) set back 2.7m from the front façade.
- Third floor (13.68m maximum height) set back a further minimum of 22.95m

#### Nixon Street Interface

- Ground Floor set back behind a 1m landscaped setback.
- First and second floor (10.85m maximum height) set back 4m from the street façade.
- Third floor (13.68m maximum height) set back a further minimum of 7.5m approx.

#### Eastern Interface

- Northern portion (94 Nixon Street) of this boundary features a 0-1.25m setback from the eastern boundary edge (Ground and First Floor). Second and third floors are set back between 1.25 – 2.9m.
- Southern portion of this boundary features a portion of four-storey built form built to boundary. The majority of this interface is set back from the boundary line; ranging from 1m at ground to a maximum of 5.9m at the third level.

#### Maude Street Side Interface

- Setbacks ranging from 0-1.25m from the boundary line
- Also features a 5.4m setback in the form of a void above ground level to align with the POS of the existing secondary college.

#### Internal Interface (rear of Maude Street development interface)

- Built to boundary on the ground and first floors.
- 1.75m setback in the form of a void above the first floor – with the exception of a portion of the interface (approx. 8m in length) which is built to boundary on all floors.

#### Edward Street Interface

- Ground Floor set back behind a 2.5m landscaped setback.
- First, second and third floors setback a minimum of 1.6m from the street frontage (due to balcony overhang).

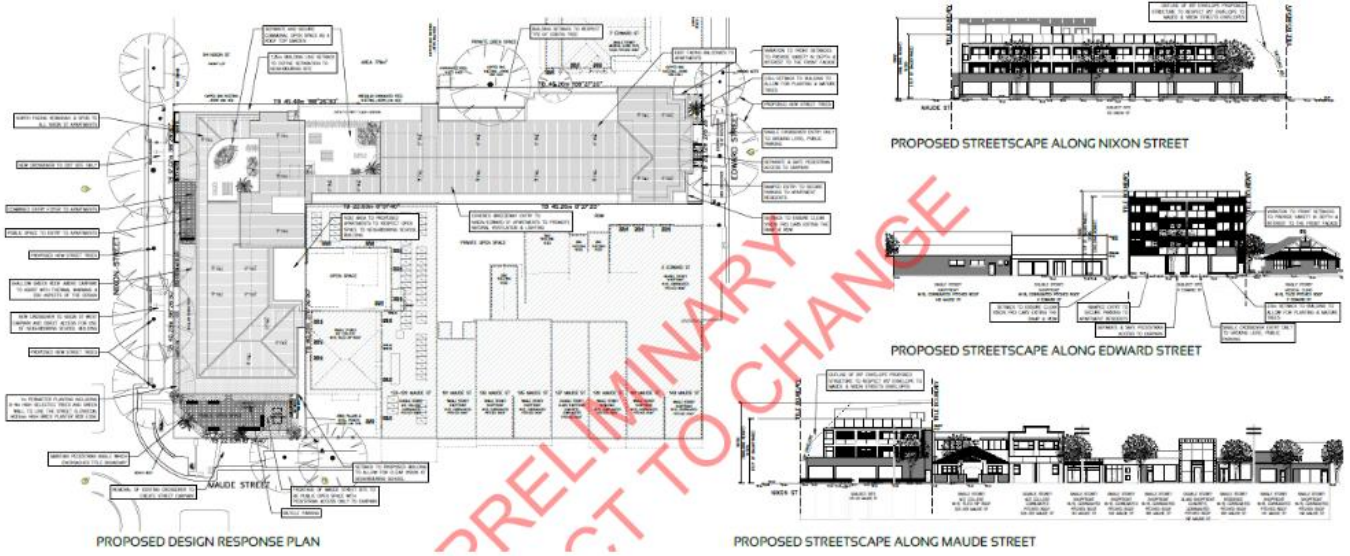


Figure 23: Proposed Concept Design Response, Site Plan

Source: BY Projects Architecture

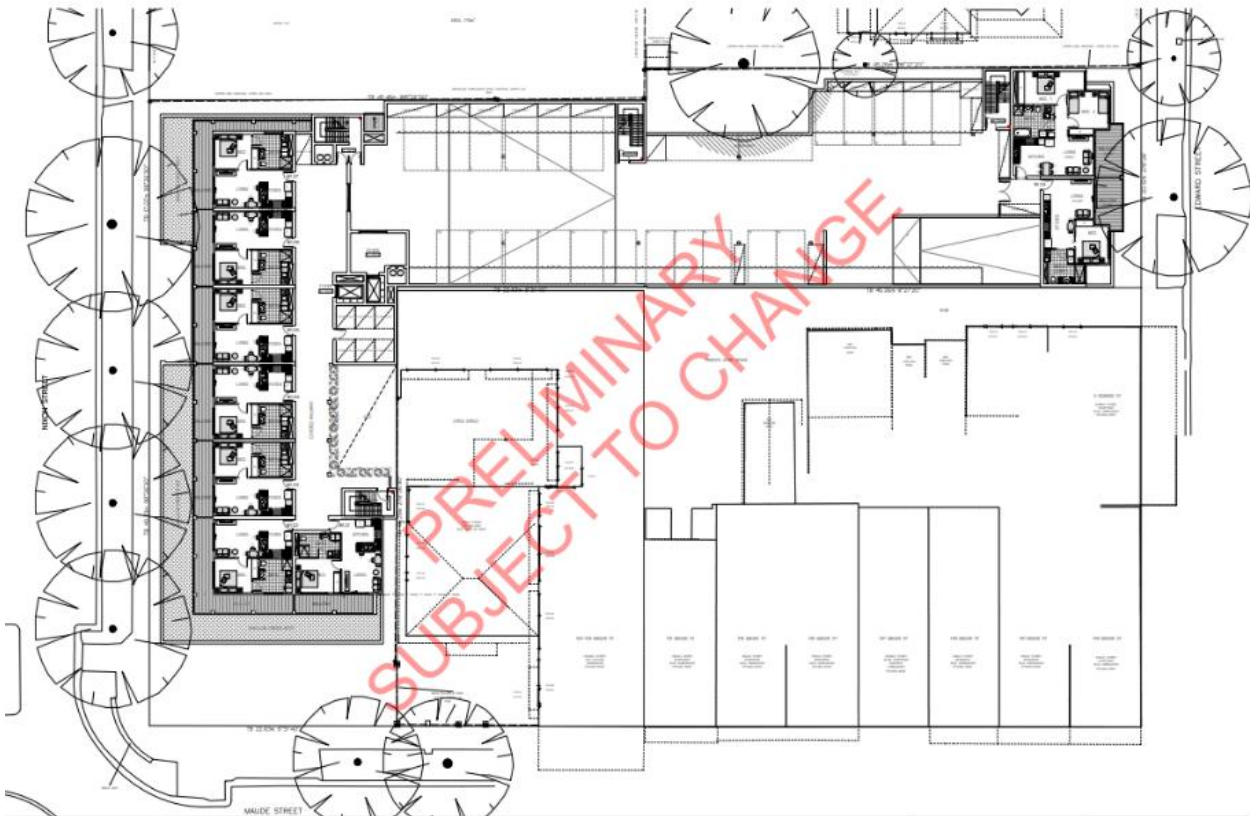
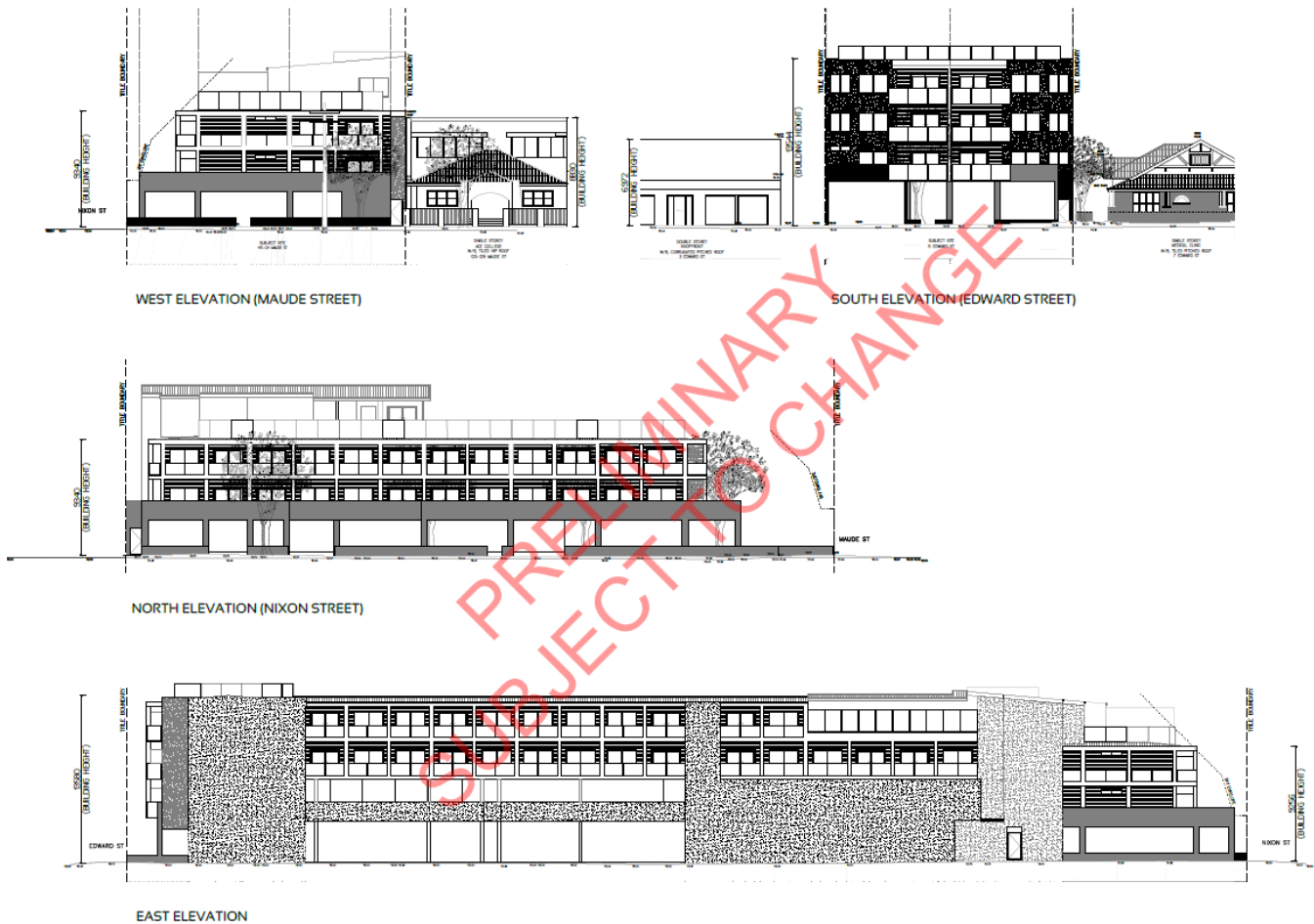


Figure 24: Proposed Concept Design Response, First floor plan

Source: BY Architecture



**Figure 25: Proposed Concept Design Response, Elevations**

Source: BY Projects Architecture

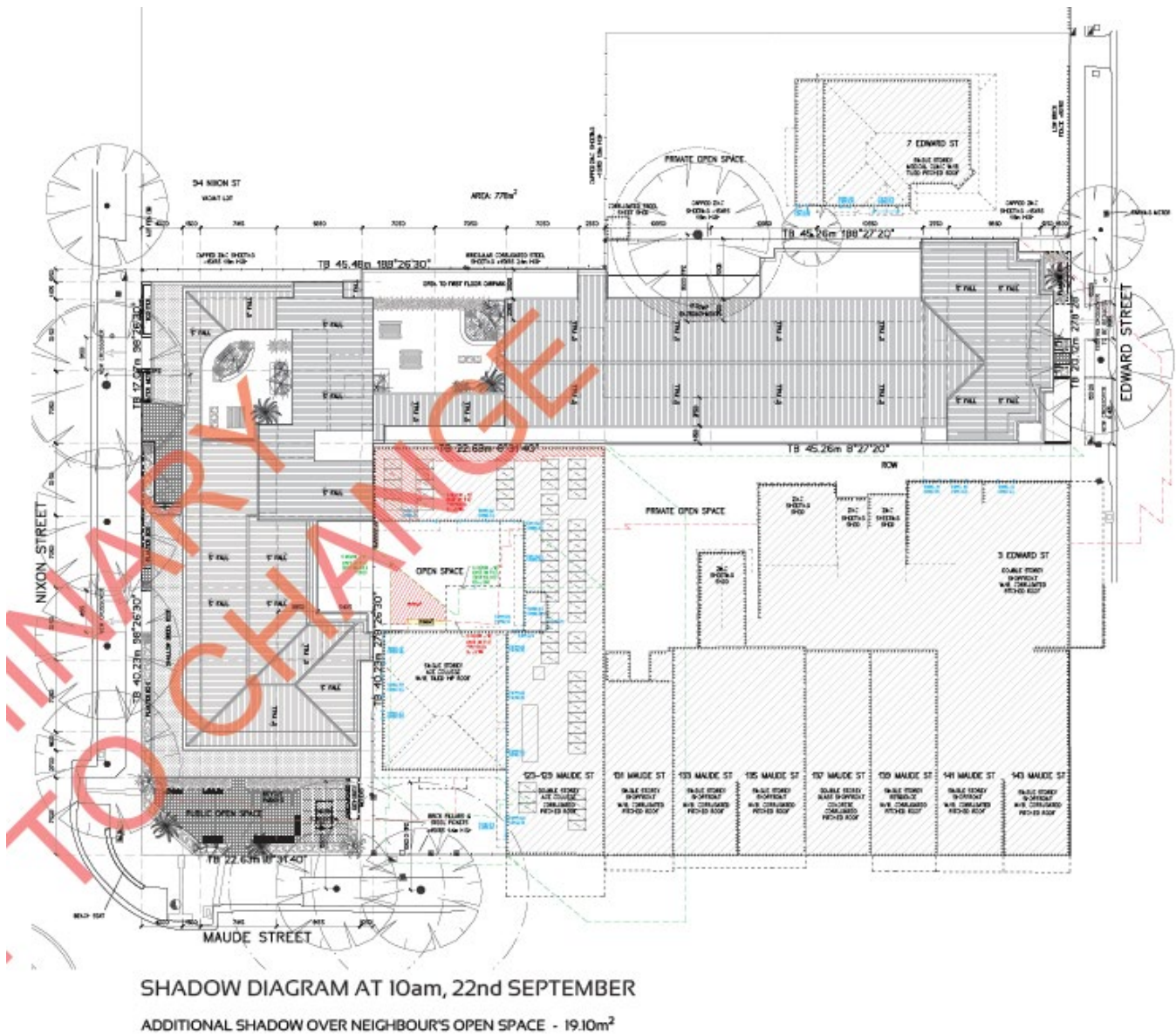
## 6.1.2 Assessment

- It is noted that the proposed development is taller than existing development in the immediate context and the outcome of this development may influence abutting and surrounding sites. However, there is no maximum building height for the main activity areas of the CBD.
- The proposed development is consistent with the specified Building Heights and Setbacks Guidelines of the Shepparton CBD Strategy, 2008:
  - *Levels above three storeys should be set back a further 5m from the façade edge.*
  - *At the ground level, set buildings up to the street edge where this is an established pattern of development, such as in the core retail areas.*
- Development of the 'physically void' at-grade car park site, provides a more consistent height at the street edge and enhances the visual appearance of the CBD's streetscape built form.
- The sheer 2-storey built to boundary edge of the existing secondary college development is visually dominant within the streetscape. The considered built envelope and architectural articulation (discussed below) provides visual interest to a prominent corner site.
- The significant upper level third floor setbacks along Maude and Nixon Street provides an appropriate built form transition to the existing streetscape and will ensure the built form above 10.85m is visually recessive as viewed obliquely from the streetscapes.
- Roof top garden areas, internal circulation within the second and third floors skirting the voids, are proposed as covered walkways – this will further reduce the visual bulk and dominance of the proposed development as viewed from the existing Maude Street properties.

- It should be noted that with the exception of the covered walkway (setback 5.4m from the boundary line) there are no habitable or non-habitable windows fronting the existing POS of the secondary college located along Maude Street.
- Balconies along the Eastern interface are also set back 5.9m from the existing single storey building, mitigating overlooking of existing habitable windows and/or private open space.
- Setbacks along the eastern boundary are generally considered best practice to ensure equitable development can occur at 94 Nixon Street and 7 Edward Street, without causing amenity impacts of future residents.
- An important consideration is that the Maude Street and Nixon Street road reserve/public realm is approximately 26m in width. This generous separation of street frontages allows additional built form height to be accommodated without impacting the public realm from a visual dominance perspective as viewed obliquely from the streetscapes.
- The landscaped set back identified as Public Open Space on the streetscape corner of Maude and Nixon Streets, provides an enhanced pedestrian experience through the mitigation of a hard corner and through the blurring of public and private realms.

## 6.2 Overshadowing

As shown by the green line in **Figure 26**, the existing development at 123-129 Maude Street (Shepparton ACE Secondary College) overshadows the private open space located internally on the site. Similarly the 123-129 Maude Street development overshadows the private open of the developments along Maude Street.



**Figure 26: Existing and expected overshadowing**

Source: BY Project Architecture

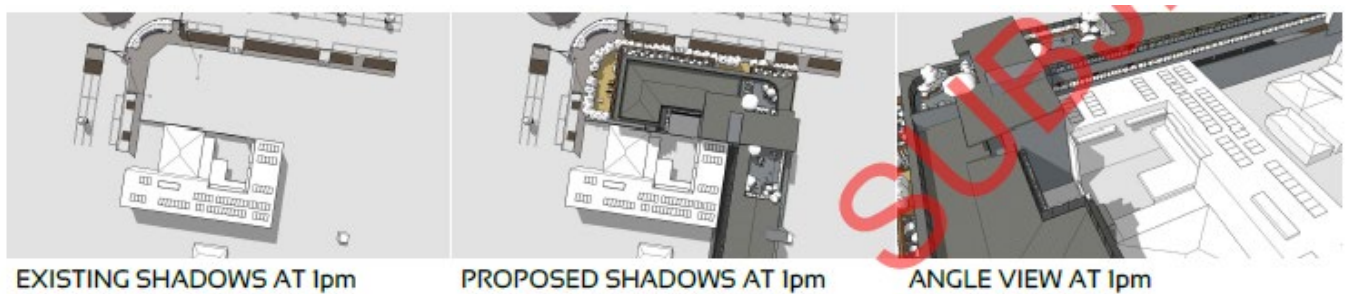


Due to the existing shadowing of the open space at Shepparton ACE Secondary College, the proposed development will result in limited additional shadowing to this area of the adjacent site, as shown in **Figure 27** and **Figure 28**. The private open space associated with Shepparton ACE Secondary College is likely used during recess and lunch time. The shadowing of the open space at these times is not anticipated to have a significant impact.



**Figure 27: Existing and expected overshadowing of the proposed development at 11am**

Source: BY Projects Architecture



**Figure 28: Existing and expected overshadowing of the proposal at 1pm**

Source: BY Projects and Architecture

### 6.2.1 Assessment

- Whilst the proposed development will result in overshadowing to the surrounding properties, the proposed overshadowing is considered to have a minimal impact on the amenity of these properties.
- The proposed development will have a minimal contribution to the existing shadowing of the private open space of neighbouring properties. Furthermore, the shadowing of the private open space associated with Shepparton ACE Secondary College is not anticipated to have a significant impact on the use and amenity of the site.

It should be noted that between the 30<sup>th</sup> of July and the 1<sup>st</sup> of December 2021 additional solar panels were placed on the roof of the Shepparton ACE Secondary College. As a result of the proposal, these solar panels may need to be relocated to the southern portion of the roof to maximise their utilisation.



Figure 29: Aerial Images of 123-129 Maude Street showing additional solar panels

Source: NearMap

### 6.3 Architectural Expression

The surrounding context is characterised by one and two-storey brick and rendered commercial and residential buildings.

The commercial buildings along Maude, Nixon and Edward Streets feature strong horizontal elements such as parapets and brick/cement panel detailing and incorporate large expanses of glazing on the front facades. The combination of horizontal elements and low scale street frontages (up to 3 storeys) gives a sense of human scale to the public realm footpath interface – however, this sense of human scale is disrupted through the inconsistent treatment of the building and street wall edge.

It should be noted that the existing secondary college features a sheer 2 storey wall abutting the subject site, that is visually dominant along Nixon Street, east of Maude and as viewed from the Maude Street intersection.

The surrounding residential dwellings are predominantly constructed in brick and are of muted earthy tones, such as red and crème colour palettes.

The **Shepparton CBD Strategy, 2008**, identifies that:

*New buildings should create good 'street architecture' with articulated façades, fenestration, parapet treatment, other detailing and materials that give a sense of human scale and interest to the streetscape.*

#### 6.3.1 Design Response

The proposed concept design features a material colour schedule that reflects the predominant materiality of the existing surrounding context, including, red brick and crème façade treatments. The proposed design also includes steel fasciae and posts.

The contemporary design of the proposed concept reflects and enhances the existing features of the surrounding context through the inclusion of strong horizontal architectural articulation such as balconies, panelling, glazing treatment and also landscaping elements and planter boxes.

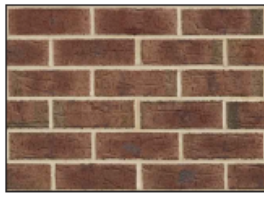
Built form visual relief is provided through balcony treatment, covered open walkways, setback treatment of the building envelope and materiality.

The provision of upper-level setbacks on Maude and Nixon Streets result in a low scale street frontage along the public realm interface.

## MATERIAL & COLOUR SCHEDULE



WEATHERTEX CLADDING  
DULUX – BOGART  
OR APPROVED SIMILAR



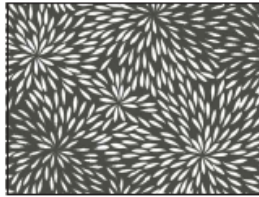
FACE BRICKWORK  
PGH – KURRAJONG  
OR APPROVED SIMILAR



RENDER FINISH  
& CONCRETE PANELS  
DULUX – BEIGE ROYAL  
OR APPROVED SIMILAR



STEEL FASCIAS & POSTS  
ZINCALUME OR POWDERCOATED  
COLORBOND – SILVER



LOCKER LASER CUT METAL  
BALCONY & PARAPET PANEL  
POWDERCOATED WOODLAND GREY  
OR APPROVED SIMILAR

**Figure 30: Proposed Concept Design Response, Material & Colour Schedule –**

Source: BY Projects Architecture



**Figure 31: Proposed Concept Design Response, Corner View with Existing Trees to Maude and Nixon Street –**

Source: BY Projects Architecture



**Figure 32: Proposed Concept Deign Response, Corner View with Proposed Trees to Maude and Nixon Street –**

Source: BY Projects Architecture



**Figure 33: Proposed Concept Deign Response, Corner View with Shadow of Proposed Trees to Maude and Nixon Street –**

Source: BY Projects Architecture

### 6.3.2 Assessment

- Reflecting and enhancing the predominant character of the existing surrounding context through the use of red brick, earthy toned panelling and significant glazing, ensures the proposed development retains and enhances a visual continuity and connection to the local place, while still promoting a contemporary style of architecture on a prominent CBD site, as demonstrated in **Figures 30-33** above.
- High degree of visual interest is provided through the use of architectural treatment including built form relief, balcony treatment and placement, upper level setbacks, materiality and landscaping.
- Presence of horizontal elements through the considered use of articulation and setbacks, positively contribute to the urban realm through an increased sense of human scale along the interfacing footpaths.
- Envelope treatment and overall architectural expression enhances and positively contributes to the visual interest of the streetscape and the pedestrian experience.

## 6.4 Streetscape and Public realm

Maude Street features a wide road reserve with parallel parking on both sides of the street in addition to dual median parking. Footpaths are generous in width; however, a consistent materials palette is lacking. Mature street trees are planted at regular intervals along both footpaths and within the median strip. The presence of awnings along both the east and west footpath is inconsistent, which is partly due to the lack of a strong built form streetscape expression.

Nixon Street also features a wide road reserve with parallel parking on both sides of the street in addition to dual median parking. Footpaths are narrow in width, with a median strip buffer between the footpath and the road reserve. Street trees are present within the median strips of both footpaths and within the centre median. Given the width of the street and the mix of land uses and development type along Nixon Street, the public realm is void of any consistent place-making/human scale attributes.

It should be noted that at the intersection of Maude and Nixon Streets, features a breakout space within the public realm consisting of the widening of the footpath, low level landscaping and seating.

Edward Street is a local street with parallel parking on both sides of the street. Street trees are located intermittently within median strips and consist of both mature and maturing trees. As noted for Nixon Street above, the public realm is void of any consistent place-making/human scale attributes, in part due to the lack of a strong built form streetscape expression.

### 6.4.1 Design Response

The proposed concept design features:

- Minimal ground level setbacks set behind landscaped planter boxes along Nixon and Edward Streets.
- Ground level landscaped setback identified as public open space, that aligns with the existing setback of the secondary college along Maude Street.
- Chamfered corner on the intersection of Maude and Nixon Street, in alignment with the existing public realm break out space.
- Roof top garden/area on the third level – overlooking Nixon Street.
- Balconies/windows located at each level along all street frontages.
- Building entrances located along each street frontage (Maude, Nixon and Edward Streets).
- Services integrated into the building façade and set behind planter boxes where appropriate.

### 6.4.2 Assessment

- The proposed concept design would provide an improved level of passive surveillance, due to the provision of balconies, roof top gardens and covered walkways fronting the public realm.
- The inclusion of planter boxes and landscaped setbacks, contribute to the visual urban greening along the street interfaces.
- The Maude Street ground level setback in combination with the chamfered corner on the intersection edge, aligns with the existing public realm break out space to create an enhanced pedestrian experience.
- The strong built edge contributes to the continuous urban form and promotes a positive sense of human scale within the streetscape.

## 6.5 Access and Movement

The site is accessed via a double width vehicle crossover at two points – Maude Street and Edwards Street. Although there is pedestrian access through the site from Maude Street to Edwards Street – there is no through access points for vehicles.

The secondary college also has an existing vehicle access point via the Maude Street side car park.

The site is well serviced by public transport and is located within 100m of a bus stop located on Maude Street and within close proximity to the Shepparton train station.

### 6.5.1 Design Response

The proposed concept features two levels of car parking accessed via three separate vehicular access points including, two off Nixon Street and one off Edward Street.

Separate pedestrian access is provided in the following locations:

- Via the public open space located along Maude Street.
- Via Maude Street along the side boundary.
- Via Nixon Street.
- Via Edward Street.

Bicycle parking is also provided within the public open space on Maude Street.

### 6.5.2 Assessment

- Separated vehicular access points ensure increased pedestrian safety.
- The secondary college's existing vehicle access point is retained and accessed via the Nixon Street entrance point.

## 7.0 Potential Locations for the Proposed Development

As part of the assessment of the subject site, consideration was also given to the appropriateness of other Council owned car park sites within close proximity. Other considered sites include:

- 103 Fryers Street, Shepparton
- 84-90 High Street, Shepparton

The location of the three sites (including the subject site) are shown below in **Figure 34**.



**Figure 34: Sites considered for the proposal**

Source: Ethos Urban

The three sites are located within the Core Retail precinct identified in the Shepparton CBD Strategy 2008 and are within the Activity Centre Zone (ACZ). A range of constraints were identified for the sites at 103 Fryers Street and 84-90 High Street which ultimately resulted in the subject site being considered as the most appropriate location for the proposed development. These are discussed below.

### 7.1 103 Fryers Street, Shepparton

The site at 103 Fryers Street is located between Fryers Street and Edward Street, as shown in **Figure 35**. The site has an area of approximately 1,354m<sup>2</sup> and benefits from a street frontage to Edward Street of approximately 19m. The site is currently used as a public car park, providing a total of 39 car parking spaces. The site can be accessed in both directions via Edward Street. A one-way accessway is provided to the site via Fryers Street.



**Figure 35: 103 Fryers Street**

Source: Ethos Urban & NearMap

Although the site at 103 Fryers Street features somewhat fewer sensitive interfaces, the site is ultimately constrained by the size of the lot. The size of the site would not adequately provide the space required for the proposed development.

## 7.2 84-90 High Street, Shepparton

The site at 84-90 High Street is between High Street and Rowe Street, as shown in **Figure 36**. The site has an area of approximately 3,876m<sup>2</sup> and benefits from a street frontage to High Street of 19m and a street frontage to Rowe Street of 60.5m. The site is currently used as a car park, providing a total of 123 car parking spaces. The site can be accessed via High Street and Rowe Street.

The development could be accommodated on this site; however, it would be an underdevelopment. This site lends itself to a broader redevelopment beyond the scale of the proposal.



**Figure 36: 84-90 High Street**

Source: Ethos Urban & NearMap



In addition, the constraints of the site at 84-90 High Street include:

- The shop top housing on the western boundary of the site provides a sensitive residential interface that would require careful design to ensure that the exiting development is not adversely impacted by the proposed development.
- The site is located opposite to a frequently used loading area for large department stores, including Kmart and Coles. Residential development at this site would limit the usage of this loading area, which would have significant impacts on the essential retail services of Shepparton.
- Scale of the site lends itself to a greater development than the current proposal.
- Rear access to the shops makes redevelopment more challenging.

## 8.0 Submissions

The community consultation phase extended from 14 January 2022 to 28 February 2022 and Council received 733 submissions to the proposal during this time, 18 early submissions and 38 verbal briefings with 6 additional materials provided during the presentations.

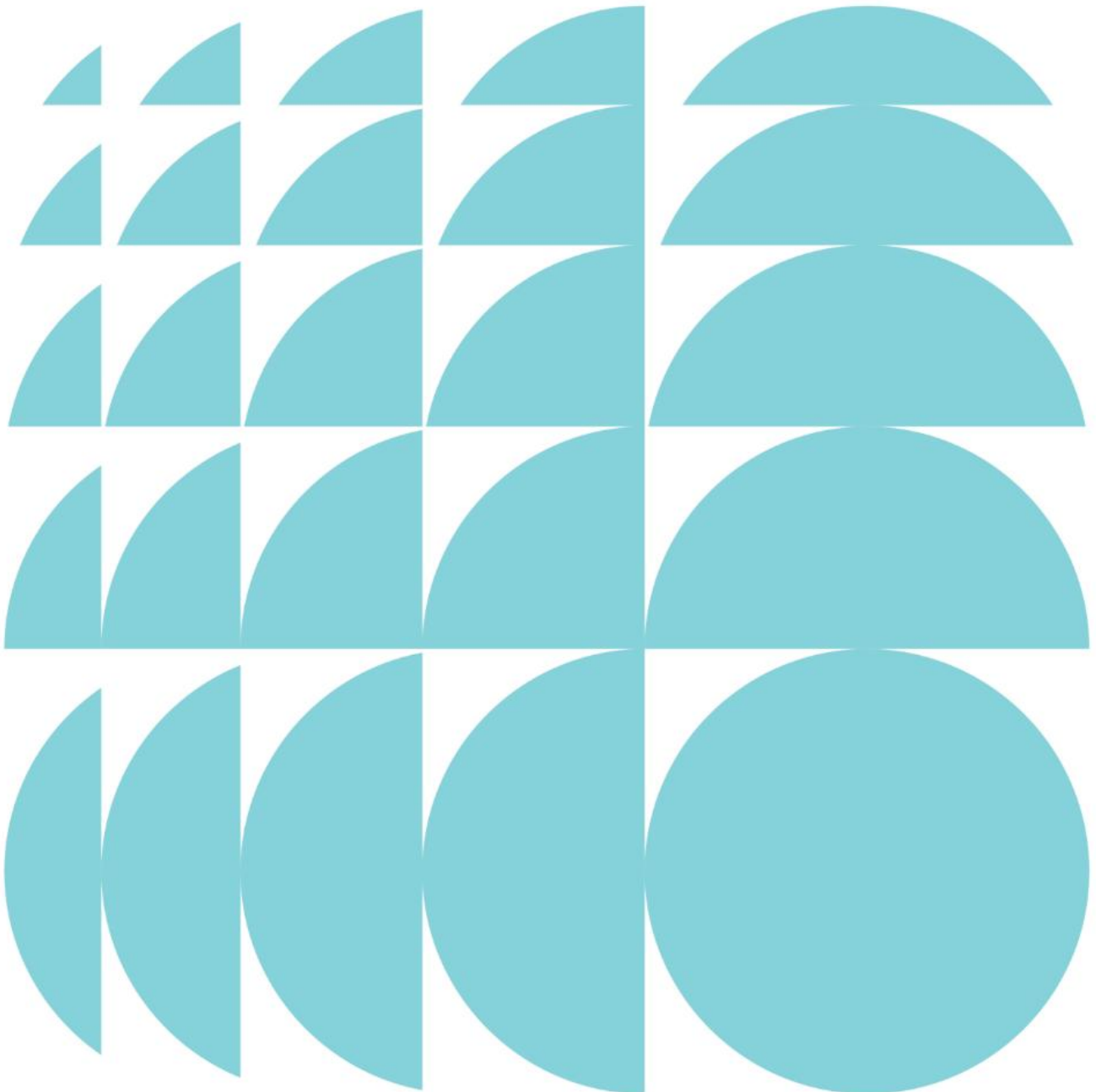
The key themes from submissions received include:

- Impacts upon Shepparton ACE Secondary College
- Loss of car parking
- In appropriate location in the Shepparton CBD
- Out of character with the surrounding area
- Amenity offered by the proposed design - open space, communal areas, etc.
- Other locations are considered more appropriate
- Impact on surrounding properties
- Impact on surrounding businesses
- Impact on the value of surrounding properties.
- Safety and security concerns following the development.
- Affordable housing is needed - almost unanimous
- Supports the project.
- How was the site identified and chosen?
- Will other council car parks be redeveloped.
- Questions the integrity of the consultation process.
- Clustering of apartments versus pepper-potting
- Will encourage Shepparton to be a destination for homeless people from outside of Greater Shepparton and how future tenants are determined.
- Inappropriate to have multi-storey residential development in the CBD.
- Why surveys were being undertaken on the site during the consultation period.
- Impacts of any construction activity on the land on surrounding properties.
- Will it jeopardise the conversion of the car park in the future to EV charging.
- The land should be redeveloped as a multi-storey car park to meet the needs of the CBD.
- The need for good management and maintenance of the site in the future.
- The development does not comply with Council's existing policies.
- Pedestrian and traffic congestion as a result of the development.

**Greater Shepparton Social  
Housing Economic Benefits  
Assessment**

Prepared for Greater Shepparton City Council

June 2022 | 3210326



*Authorship*

<b>Report stage</b>	<b>Author</b>	<b>Date</b>	<b>Review</b>	<b>Date</b>
Draft report	Rajiv Mahendran	02 December 2021	Chris McNeill	03 December 2021
Final report	Rajiv Mahendran	21 December 2021	Chris McNeill	21 December 2021
Revised Final Report	Rajiv Mahendran	1 June 2022	Chris McNeill	1 June 2022

*Disclaimer*

Every effort has been made to ensure the accuracy of the material and the integrity of the analysis presented in this report. However, Ethos Urban Pty Ltd accepts no liability for any actions taken on the basis of report contents.

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***Our Reference: 3210326***

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## Executive Summary

- 1 Note: This revised version includes some minor edits to the report and the addition of a bibliography. The assessment of economic benefits remains based on the development concept provide to us in December 2021.
- 2 Council owns land at 115-121 Maude Street, 92 Nixon Street and 5 Edward Street on the northern edge of the Shepparton CBD. A potential development scheme that includes a social housing component is being contemplated for the site. This assessment quantifies the economic and social benefits associated with the provision of social housing and the project as a whole.
- 3 The subject site is 2,500m<sup>2</sup> in area, and of sufficient size to support the proposed development. The locational characteristics of the site support a residential development. It is within walking distance of the Shepparton CBD, which includes access to significant retail and commercial facilities, and employment opportunities.
- 4 The proposed development scheme for the subject site includes retention of existing at-grade car parking for public use, a second level of parking for public and resident parking, and approximately 30 social housing dwellings over two-levels above the parking structure.
- 5 Lack of access to safe, stable and appropriate housing (homelessness) is a growing problem in Victoria, with approximately 35,000 people on the waiting list to enter social housing in Victoria and 200,000 persons across Australia.
- 6 Homelessness presents significant economic and social costs to the community and with homelessness expected to increase in the future, the provision of social housing is a priority for all levels of government.
- 7 Available evidence indicates the provision of social housing delivers significant benefits to both individuals and the broader community in the form of health sector savings, individual health and lost income benefits, justice sector savings, and employment and income benefits.
- 8 For each person housed in the social housing component of the proposed development, \$24,810 per year in economic benefits can be identified. Of this amount, approximately \$1,600 per year accrues directly to the person being housed, while \$23,210 per year represents a benefit to the State (i.e. in the form of expenditure savings and increased economic activity). Accordingly the project will generate an annual benefit of \$1.4 million or \$42.4 million over the 30-year life of the building.
- 9 At a discount rate of 4.0% the development will deliver a net benefit of \$8.7 million, based on a construction cost estimate of \$11.3 million and annual operating cost of \$10,060 per dwelling. This represents a benefit cost ratio of 1.52; that is, for every dollar invested, a \$1.52 return is realised.
- 10 Construction of the proposed development will deliver additional benefits to the local economy. Including direct and indirect impacts, the development is expected to generate \$38.0 million in output, \$14.6 million in value added and support 110 job years (assuming a one-year construction period).
- 11 Overall, the benefits associated with both the provision and construction of the proposed social housing development will generate substantial benefits for the broader community and represents a positive investment proposition.

## Introduction

### Background

Council owns land at 115-121 Maude Street, 92 Nixon Street and 5 Edward Street on the northern edge of the Shepparton CBD (the subject site). The land, which comprises an area of approximately 2,500m<sup>2</sup>, is presently used as an at-grade car park, accommodating approximately 60 vehicles.

The subject site is considered to offer a unique opportunity to provide urgently needed housing options in a disadvantaged area, while also promoting employment and economic growth for the wider community. It is also noted that promoting residential development outcomes in and adjacent to the Shepparton CBD represents a strategic objective of activity centre policy.

To that end, a potential development scheme for the subject site has been developed that includes the following key elements:

- A two-level parking structure with retention of existing public car parking on levels one and two, and provision of additional parking for the residential component on level two;
- Approximately 30 apartments on levels three and four, sitting above the parking structure; and
- A shop at ground level, facing Maude Street.

As part of its assessment of the merits of the project, Council has engaged Ethos Urban to undertake an analysis of the economic benefits associated with the project and, in particular, the economic benefits associated with the provision of social housing.

Specifically, Council has requested Ethos Urban to quantify in financial terms the community benefits of the proposed housing scheme to the Shepparton community.

This version of the report (Revised Final Version) makes minor revisions and adds a bibliography. The assessment is based on the development concept provided to Ethos Urban in December 2021.

### Objective

This assessment quantifies the economic and social benefits associated with the proposed development.

### This Report

This report contains the following chapters:

- Chapter 1:** Locational Context and Proposed Development
- Chapter 2:** Economic and Social Benefits Associated with the Provision of Social Housing
- Chapter 3:** Economic and Social Benefits Associated with the Construction of the Proposed Development
- Appendix 1:** Bibliography

# 1 Locational Context and Proposed Development

This Chapter provides an overview of the subject site and its surrounding context, as well as the proposed development scheme.

## 1.1 Context

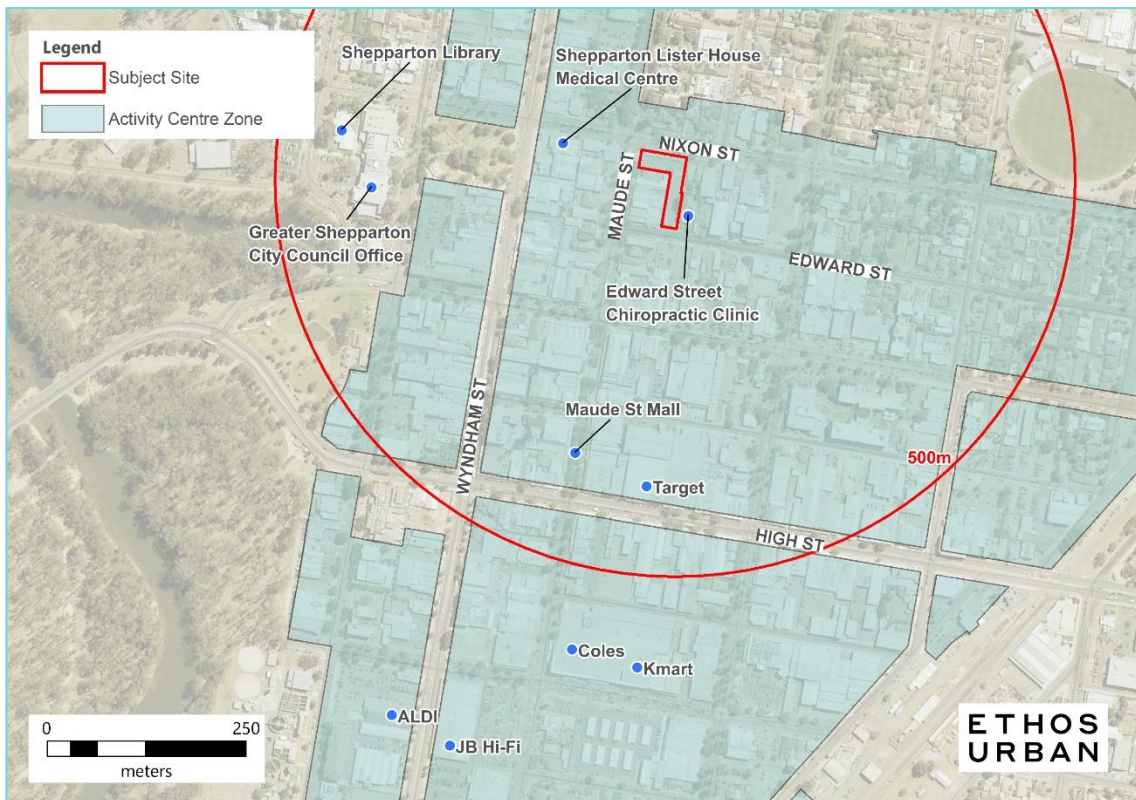
Located on the northern edge of the Shepparton CBD, the subject site is in the Activity Centre Zone and is within easy walking distance of the Shepparton CBD which includes significant retail and hospitality facilities, as well as employment opportunities.

Access to the site, which is L-shaped in configuration, is currently provided from Maude Street at the north-west of the site, and Edward Street at the south of the site. Surrounding uses include offices, medical facilities, retailers, restaurants and Shepparton ACE Secondary College. On the north side of Nixon Street, uses are primarily residential.

Approximately 200m south is Shepparton’s core retail precinct. The south part of the core retail precinct includes anchor tenants such as Coles, Kmart, ALDI, Target and JB Hi-Fi.

Overall, the locational characteristics of the site are well suited to residential development. The site’s proximity to retail, commercial and cultural facilities, along with employment opportunities makes it an ideal location for social housing (Figure 1.1).

**Figure 1.1 Local Context**



Source: Ethos Urban



## 1.2 Proposed Development

Redevelopment of the subject site is proposed to include:

- A two-level parking structure with retention of existing public car parking on levels one and two, and provision of additional parking for the residential component on level two;
- Approximately 30 apartments on levels three and four, sitting above the parking structure; and
- A shop at ground level, facing Maude Street.

It is understood that ownership of the land, at-grade parking and a number of parks on level two will remain with Council and continue to be available for public use, while ownership of air-rights incorporating the dwellings along with specified parking on level two will vest in BeyondHousing and Wintringham through a strata style sub-division.

Assuming an average 1.9 persons per apartment (the national average for apartments in 2016) it is estimated the proposed development would support approximately 60 persons.

## 2 Economic and Social Benefits Associated with the Provision of Social Housing

This Chapter provides estimates of the economic and social benefits associated with the provision of social housing, based on a review of relevant studies and academic research.

### 2.1 The Need for Social Housing

Homelessness is defined by the Australian Bureau of Statistics (ABS), as a lack of access to safe, stable and appropriate housing. That includes both people living on the street as well as those in unstable or inappropriate circumstances such as 'couch surfing' at friends and family. Approximately 35,000 people are on the waiting list to enter social housing in Victoria and 200,000 persons across Australia. Note: the actual scale of homelessness could be higher as, given the size of the waiting list, not all people experiencing homelessness will have registered.

Social Housing is defined as housing provided for people on low incomes or with particular needs by government agencies or non-profit organisations. Social housing is owned by the State, Council, or non-profit organisations and leased to eligible households with rental payments based on a share (typically up to a maximum of 25%) of their income.

Available evidence shows that social housing provides significant economic and social benefits for individuals and the community. Benefits largely revolve around reducing the costs associated with homelessness such as pressure on the health care system, justice agencies including the police, as well as the output improvements of higher employment and productivity outcomes, and individual benefits such as better mental health, social connections and overall participation in society.

### 2.2 Economic and Social Benefits of Providing Social Housing

#### ***Health Sector Savings (State-wide Benefit)***

Significant cost savings in health care and emergency services have been estimated in the provision of social housing and reducing homelessness. More specifically, savings are derived from fewer emergency room presentations, a reduction in the number of general hospitalisation days, and lower levels of stress, depression and anxiety.

The cost of youth homelessness is estimated at \$8,500 in health services per person housed per year, in *The Cost of Youth Homelessness in Australia* (2016). The study observed a group of young people that were either homeless or at a very high risk of homelessness and a group of disadvantaged young job-seekers. Although both groups reported experiencing difficult circumstances, the study found difficulties faced by young homeless people were significantly higher than those in housing.

However, the proposed social housing development will likely support a range of people of different ages, and since young people typically have lower rates of health service utilisation it can be reasonably assumed actual health cost savings from the proposed development would be higher.

According to the ABS (2018), 9% of people aged 15 to 34 years of age were admitted to hospital compared to 13% of people aged 35 and older; indicating older people are approximately 40% more likely to be admitted to hospital. Having regard for the higher propensity of older people to utilise health care services, the health savings estimate of \$8,500 has been adjusted to \$12,070 per person housed per year incorporating an allowance of 20% to account for young people and CPI adjustment to 2021 dollars to better reflect the age diverse range of future residents in the proposed development.

### **Individual Health and Lost Income Benefits (Individual Benefit)**

Mental health issues represent both causes and impacts of homelessness and represent costs to both the individual and broader community. The transition out of homelessness therefore, leads to cost savings. While the previous sub-section already discusses the benefits to the health care sector, this sub-section outlines the benefits to the individual as a result of transitioning out of homelessness.

A study of 4,290 homeless people, *Are the Homeless Mentally Ill?* (2009) found 31% of people experiencing homelessness suffered from mental health issues, with 53% of these people developing a mental health issue following homelessness.

Mental health issues frequently found in homeless people include depression, anxiety, and substance-abuse. Research from Deakin University (2017) estimates these mental health issues cost the Australian economy approximately \$12.8 billion per year.

A 2009 study (*The Excess Cost of Depression in South Australia: A Population-Based Study*) estimated the personal cost of major depression at \$9,950 per year and \$3,150 for other depression. Personal costs include pharmaceuticals and specialist services but the majority of costs are attributed to days unable to work and days of reduced work.

Research into employment rates among disadvantage Australians (*The Effect of Homelessness on Employment Entry and Exits: Evidence from the Journeys Home Survey 2018*) found 19% of homeless people were employed.

Transitioning out of homelessness would provide relief for mental health issues associated with homelessness such as stress, however, recovery from mental issues likely also requires access to other support services. For the purposes of this assessment, 50% of the cost of mental illness per person housed per year is estimated to be attributed to access to social housing.

Allowing for 31% of homeless people experiencing mental health issues, 19% of future residents at the proposed development having previously been employed, 50% of the cost savings attributed to provision of social housing, and CPI adjustments to 2021 dollars; the average individual benefit for each person moving into social housing is estimated at \$1,600 per year.

In adjusting for the employment rate of homeless people this estimate excludes the stress relief and other mental health benefits realised by unemployed homeless people; therefore this estimate is considered conservative.

### **Justice Sector Costs (State-wide Benefit)**

Homeless people are significantly more likely to be involved in a crime, either as a victim due to their vulnerability as a result of their lack of safe and private accommodation, or as an offender as a result of mental health issues, substance abuse, food insecurity, and lack of private accommodation leading to enforcement of 'nuisance' crimes such as 'move-on' directions, on-the-spot-fines, etc.

Research from a 2016 study in the UK (*"It's No Life at All" Rough sleepers' experiences of violence and abuse on the streets of England and Wales*) found that homeless people were 17 times more likely to be the victim of assault compared to the general population. Another study (*The State of Homelessness, 2018*) found 45% of homeless people had been to prison in their lifetime between 2010 and 2017. Part of the reason for this are laws that indirectly criminalise homelessness, such as begging, banning queueing at traffic lights, camping in public spaces, drinking in public, etc.

Beyond the individual costs associated with being a victim or offender of these crimes, there is a cost associated with policing and the justice system. Providing more social housing and bringing people off the street will have an immediate and direct impact on these costs.

For the purposes of this assessment, the justice related benefits associated with the provision of social housing are based on findings from *The Cost of Youth Homelessness in Australia* (2015) which estimates youth-justice issues cost an average \$890 per person housed per year from victimisation and \$8,470 per person housed per year from offending. These estimates have been revised down having regard for the higher likelihood of young people (15–19-year-olds) to be victims/offenders compared to other age groups.

Analysis of crime victimisation statistics from the ABS (2019/20) shows people aged 15 to 24 years of age have a victimisation rate of 2.9% compared to 1.6% for people aged 25 and above, a factor of 0.8. Therefore, the \$890 per person housed per year cost estimate for 15 to 19-year-old victims has been revised down by 0.4 and adjusted for CPI to 2021 dollars bringing the estimate to \$390 per person housed per year.

Similarly, analysis of crime offender statistics from the ABS (2019/20) shows people aged 15 to 19 have an offender rate of 3.8% compared to 1.6% for people aged 20 and above, a factor of 1.4. The youth offender justice sector cost estimate of \$8,470 has been revised down by 0.7 and adjusted for CPI to 2021 dollars, bringing the estimate to \$6,490 per year for each person housed in social housing.

In total, it is estimated that the provision of social housing will deliver approximately \$6,880 per person housed per year in cost savings for the justice sector.

#### ***Employment and Income Benefits (State-wide Benefit)***

Employment rates among homeless people are very low at 19% compared to 62% for all Australians. Social housing allows previously homeless people better access to employment through stability and allowing tenants to start or continue education or training. SGS (2017) reports that approximately 8% to 10% of social housing tenants access employment following provision of social housing.

Assuming a median age of 35, an annual income based on half the Victorian social housing income limit for couples with no children (\$1,640 per week) and a future employment period of 30 years (retiring at 65); the estimated income benefit for each person housed in social housing is estimated at \$42,610 over the employment period. This has been discounted by 90% to allow for only 10% of tenants going into employment, leaving \$4,260 per year in income benefits.

Note, the allowance for 10% of tenants entering into employment after attaining accommodation prevents any double counting with the lost income benefit described previously.

This benefit is considered as both an individual and community benefit, as it also increases the overall output of the economy.

#### ***Summary***

Homelessness presents significant economic and social costs to the community and with homelessness expected to increase in the future, the provision of social housing is considered a priority by all levels of government.

Available evidence indicates the provision of social housing will deliver significant benefits to both individuals and the broader community in the form of health sector savings, individual health and lost income benefits, justice sector savings, and employment and income benefits.

For each person housed in the social housing component of the proposed development, \$24,810 per year in economic benefits can be identified. Of this amount, approximately \$1,600 per year accrues directly to the person being housed, while \$23,210 per year represents a benefit to the State (i.e. in the form of expenditure savings and increased economic activity). Accordingly the project will generate an annual benefit of \$1.4 million or \$42.4 million over the 30-year life of the building.

**Table 2.1 Economic and Social Benefits Associated with the Provision of Social Housing**

<b>For Each Person Housed in Social Housing</b>	<b>Estimated Benefits per Person Housed per Year (\$2021)</b>
<b>Individual Benefits for Tenants</b>	
Individual Health and Lost Income Benefits (Individual Benefit)	\$1,600
<b>State Benefits</b>	
Health Sector Savings (State Benefit)	\$12,070
Justice Sector Costs (State Benefit)	\$6,880
Employment and Income Benefits (State Benefit)	\$4,260
<b>Sub-total</b>	<b>\$23,210</b>
<b>Total</b>	<b>\$24,810</b>
Proposed dwellings	30
Average Household Size	1.9
Total Tenants	57
<b>Total Annual Benefit</b>	<b>\$1.4 million</b>

Source Ethos Urban Research

Figures have been rounded.

Operating costs have been estimated at \$10,060 per dwelling and is sourced from the Productivity Commission's Review of Government Services (2018) and adjusted by CPI to 2021 dollars.

At a discount rate of 4.0%, the development will deliver a net benefit of \$8.7 million, based on a construction cost estimate of \$11.3 million (refer section 3.1). This represents a benefit cost ratio of 1.52, that is, for every dollar invested a \$1.52 return is realised.

It is also noted that Federal Government has recognised the need to change the baseline discount rate for benefit cost assessments. In 2018 the House of Representatives Standing Committee on Infrastructure, Transport and Cities recommended the adoption of a 4% discount rate for the appraisal of Commonwealth infrastructure projects. This recommendation was made noting that the discount rate of 7% was adopted as the default parameter at a time where the cost of borrowing, i.e. cash rate, was much higher than what it is currently. Given the nature of this project, the adoption of a 4% discount rate is regarded as appropriate.

A benefit cost ratio above 1.0 at discount rates of 7% and 10% demonstrates the proposed development presents a robust cost benefit result which delivers significant community benefits.

**Table 2.2 Benefit Cost Assessment**

	<b>Discount Rate (4%)</b>	<b>Discount Rate (7%)</b>	<b>Discount Rate (10%)</b>
NPV Benefits	\$25.4 million	\$18.8 million	\$14.7 million
NPV Costs	\$16.7 million	\$15.3 million	\$14.4 million
<b>Total Benefit</b>	<b>\$8.7 million</b>	<b>\$3.5 million</b>	<b>\$0.2 million</b>
<b>Benefit Cost Ratio</b>	<b>1.52</b>	<b>1.23</b>	<b>1.02</b>

Source Ethos Urban Research

### 3 Economic Benefits Associated with the Construction of the Proposed Development

Residential construction activity generated by the construction of social housing provides additional benefits not encompassed by the various benefits associated with transitioning people out of homelessness through provision of social housing. This Chapter provides high-level estimates of the economic benefits associated with the construction of the proposed development.

The economic benefits have been estimated according to the direct, or project specific outcomes. Further, indirect impacts are also assessed allowing for the effects of economic multipliers. These forecasts of economic impacts have been prepared with input-out modelling undertaken with reference and compliance to best-practice guidelines.

According to the analysis summarised in Table 3.1, the construction phase is expected to directly deliver:

- Direct output (spending) of \$11.3 million (Estimate undertaken with reference to published construction rates).
- Full-time equivalent (FTE) employment of 30 construction-related jobs supported, assuming a 12-month construction phase.
- A total direct value-add to the economy of \$2.4 million.

**Table 3.1 Economic Impact of Construction Phase of Proposed Development**

	Direct	Indirect	Total
Output (\$M)	\$11.3	\$26.7	\$38.0
Employment (FTE)	30	80	110
Value Added (\$M)	\$2.4	\$12.2	\$14.6

Source: Ethos Urban analysis utilising data and information from ABS, National Accounts; ABS, Census of Population and Housing 2016; ABS, Labour Force Statistics Detailed Quarterly.

Figures have been rounded.

When the multipliers are taken into account, total economy-wide effects over the construction program are forecast to be:

- Output (spending) of \$38.0 million.
- Full-time equivalent (FTE) employment of 110 jobs supported, assuming a 12-month construction phase.
- A total direct value-add to the economy of \$14.6 million.

The construction program will deliver a boost to building and trades sector in Greater Shepparton, with wider impacts across the broader economy.

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16 June 2022

Project Ref: 3220148

**RE: RESPONSE TO SUBMISSIONS – PROPOSED CAR PARK SALE**

You have requested that we provide a response to submissions in relation to the proposed sale of the Council-owned car park on the corner of Maude and Nixon Streets to facilitate:

- Retention of public car parking on the site; and
- Development of social housing above the car parking.

Specifically, you seek a response to submissions that specifically relate to the report by Ethos Urban titled *Draft Social Housing Economic Benefits Assessment* (dated 3 December 2021).

You have provided us with several submissions for which you seek a response.

The first is signed by several parties (the signatories are not disclosed) that is dated the 23 February 2022. It is understood that you regard this submission as reflective of concerns raised in submissions more broadly.

We note the footer to the submission indicates the submission is nine pages. The version I have received is six pages in length. We believe this to be an error in the footer of the submission, but we cannot be certain this is the case.

Our response to relevant matters raised in the submission is set out in the following table.

Issue	Response
The submission acknowledges the desktop, in principal report of Ethos Urban, that reached conclusions without visiting Shepparton, the neighbourhood or the site (page 1).	<p>The report is an economic report that undertook an analysis of the economic benefits associated with the project and, in particular, the economic benefits associated with the provision of social housing.</p> <p>The Project Director of the report grew up in Shepparton and knows the Shepparton very well. He knows the site and its surrounds in detail and visited the site prior to the issue of the draft report and again in early 2022.</p>
The draft report takes no consideration of the adverse economic impacts to the wider neighbourhood business community (page 1)	<p>The report undertook an analysis of the economic benefits associated with the project and, in particular, the economic benefits associated with the provision of social housing.</p> <p>It is not an economic impact assessment.</p>
The report presents as superficial regarding specifics of the location and the site configuration (page 1).	<p>The report provides high-level commentary only in relation to the site location and notes that the locational characteristics of the site support a residential development.</p> <p>Promoting higher density residential development in central business districts, including in regional cities such as Shepparton, is a key objective in both state and local planning policy.</p> <p>In this regard, the locational characteristics of the site – as well as neighbouring and nearby sites – support residential development.</p>
The reference that a site of 2,500m <sup>2</sup> is of adequate size without detailed consideration of the shape, width to length dimension and ratio and proximities to adjoining	<p>The report provides an analysis of the economic benefits associated with the provision of social housing. It does not consider matters relating to urban (or 'good') design, or</p>

Issue	Response
<p>development and adjacent land uses fails basic urban economics and good design evaluation (page 1).</p>	<p>adjoining development or land uses. An evaluation of these issues would be found in a planning or urban design related report.</p> <p>Notwithstanding, we broadly consider a 2,500m<sup>2</sup> site to be of adequate scale to support a multi-level development consisting of parking and approximately 30 apartments.</p>
<p>General comments in relation to urban planning and design principles, and commentary in relation to good examples of social and affordable housing projects (page 2).</p>	<p>The report provides an analysis of the economic benefits associated with the provision of social housing. The consideration of matters relating to urban design was not within the scope of Ethos Urban's engagement.</p>
<p>Café/restaurant precinct targeted to the relatively affluent employed in the business sector and not generally towards the socio-economic cohort that might be expected to be accommodated in the social housing project (page 2/3).</p>	<p>We expect that future residents of the proposed social housing development would access most of their retail and commercial needs in Shepparton's CBD.</p>
<p>Residential activity is not a part of that dynamic (café/restaurant precinct targeted to the relatively affluent employed in the business sector) (page 3)</p>	<p>We consider that a strong contributor to the vibrancy and economic success of activity centres and town centres is their ability to accommodate a mix of uses including higher density forms of residential development.</p>
<p>The site is critical to the provision of unfettered and unencumbered access to car parking to service this growing business community and is an important site to be retained for longer term car parking expansion with multi-level car parking (page 3).</p>	<p>Alternative uses for the site are a relevant consideration, including the potential to redevelop the site for the purposes of multi-level parking.</p> <p>We note that a number of matters raised in submissions opposed to the proposed development (relating to height, scale, shape of site etc) would be equally relevant in the event the site's future use was determined to be a multi-level car park.</p>
<p>The cafes and hospitality within the immediate area is largely daytime focussed to serve the commercial community and is not generally focussed to support lower income households.</p>	<p>A range of businesses, including cafes and bakeries, are located within walking distance of the proposed site.</p>
<p>Concerns about changing the quality, character and standards of a commercial precinct due to "a perception of having to associate with people in the street who are generally inconsistent with the type of people and their business and employment purposes for being the location" (page 4).</p> <p>Other references to the site being in a non-residential location (page 4).</p>	<p>The subject site is in the Activity Centre Zone (ACZ).</p> <p><i>A purpose of the ACZ is to encourage a mixture of uses and the intensive development of the activity centre as a focus for business, shopping, working, housing, leisure, transport and community facilities</i> (Clause 37.08 of the Greater Shepparton Planning Scheme).</p> <p><i>Schedule 1 to the ACZ seeks to attract more people to live in the Shepparton CBD as a means of providing a greater range of housing choices and supporting the vibrancy and economy of the CBD.</i></p> <p>State Planning Policy similarly promotes higher density forms of housing in central business districts.</p>
<p>Commentary concerning (pages 4-6):</p> <ul style="list-style-type: none"> <li>- Impact on ACE College</li> <li>- Creation of healthy living environments</li> <li>- Integration of social housing into the community</li> </ul>	<p>It was not within the scope of the economic report to consider or address these matters.</p>

### Other Submissions

Other submissions note that the analysis in the *Draft Social Housing Economic Benefits Assessment* is misleading because it does not factor in the net impacts on Shepparton specifically. For example, one submission believes the analysis should take into consideration negative economic and social impacts of the proposed social housing development based on the proposed location. Another submission is critical of the economic benefits analysis in that it does not consider the specific impact on Shepparton (ie. that if the economic benefits are as stated there will be less need for local social support services for homeless people).

Response: The report responds specifically to the brief which was to consider economic benefits associated with the provision of social housing. The report is not intended to be an economic impacts analysis, nor does it consider social impacts.

### General comments

It should be noted that the methodology employed to identify and quantify economic benefits in the economic report is generally consistent with the approach used by other urban economics consulting firms.

As Shepparton continues to grow, the nature and form of CBD development is likely to evolve. The link between land values and more intensive forms of development (including multi-level outcomes) is well established and, as the city grows and land values increase, the commercial viability of higher density forms of development will improve.

Accordingly, developments (private and/or public) of a similar scale and height to the proposed social housing project are likely to become more frequent. At a State level, the promotion of a wider mix of uses in activity centres, including higher density residential typologies, is a key objective of planning policy.

Ethos Urban  
June 2022

# CONVERSATION REPORT

**Proposed sale or gifting of land at 5 Edward Street,  
115-121 Maude Street and 92 Nixon Street, Shepparton**

**June 2022**



## Contents

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## 1.0 Background

Council received a request to sell or gift the land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton (Maude, Nixon and Edward Streets Car Park) to Beyond Housing and Wintringham for the purpose of realising Affordable Housing.

At the Ordinary Council Meeting held on 21 December 2021, Council resolved, amongst other things, to undertake a community engagement process in relation to its intention to enter into an agreement for sale or gift of the land to Beyond Housing and Wintringham in accordance with Section 114 of the *Local Government Act 2020*.

Greater Shepparton City Council adopted the *Greater Shepparton Affordable Housing Strategy: Houses for People 2020* (the Strategy) at the Ordinary Council Meeting held on 21 April 2020.

In late 2020, the Victorian Government announced \$5.3 billion in funding to realise Affordable Housing across Victoria as part of the Big Housing Build (BHB). The BHB is a four year initiative with 25% of the fund allocated to regional Victoria. Under the BHB, 18 local government areas (LGAs) have been identified for a Minimum Investment Guarantee of \$765 million. The Minimum Investment Guarantee for Greater Shepparton is \$45 million.

On 20 October 2021, Homes Victoria launched a regional round of the Social Housing Growth Fund, part of the BHB, which sought to provide grants to Community Housing Associations (CHAs) to realise new Affordable Housing in nine LGAs in regional Victoria: Greater Shepparton is one of these. Community housing is housing owned or managed by community housing providers. Community housing providers are highly regulated, not-for-profit organisations that specialise in housing the diverse range of tenants who require both public and affordable homes.

The request from Beyond Housing and Wintringham seeks to construct Social Housing, utilising the airspace above Council-owned land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton. The land measures 2,500m<sup>2</sup>, is currently used as a car park for approximately 68 vehicles, and is known as the Maude, Nixon and Edward Streets Car Park.

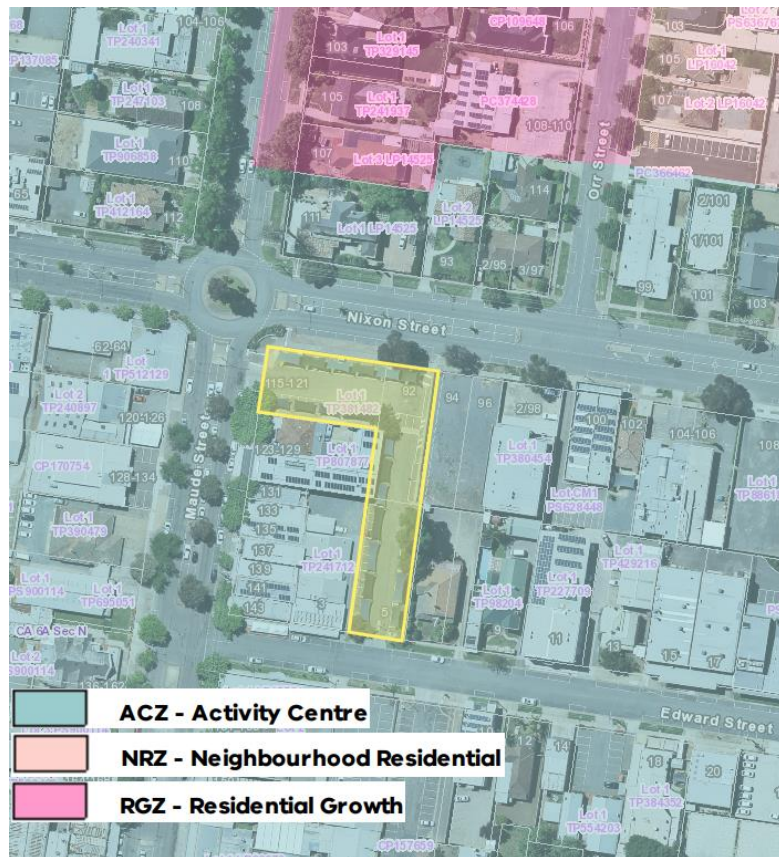


Figure 1: Extract of the Zone Map for Maude, Nixon and Edward Streets Car Park (outlined in yellow).

Both organisations are Registered Housing Associations with long histories of supporting vulnerable members of the Greater Shepparton community and the wider Goulburn Valley through a range of innovative housing and support services. The proposal seeks to realise approximately 31 one- and two-bedroom units that would cater for those in need of social housing. The conceptual design prepared by James Seymour Architects Pty Ltd envisages a four-storey building comprising public car parking at ground level, resident parking on the second level and two levels of apartments. The dwellings will be managed separately for each Housing Organisation. Beyond Housing will receive 16 dwellings on one floor and Wintringham will receive 15 on another floor. Beyond Housing is targeting a range of households from singles to families, while Wintringham is targeting older tenants aged 55+.

On completion of the development, Beyond Housing and Wintringham would assume ownership of the units, while Council will retain ownership of the ground level car park. Both organisations would bring significant local and regional development experience, including design, project management, implementation and management of large- and small-sale construction projects, and have noted their willingness to deliver the project from construction to long-term asset management.

Beyond Housing and Wintringham requested in-principle support from Council for the proposal. Council's contribution to realising the project is gifting the land to facilitate the project. This in principle support was given as part of the Council resolution on 21 December 2021.

As part of consideration of the request, the Council engaged Opteon (Goulburn North East Vic) Pty Ltd to prepare a valuation. The valuation determined that this contribution is estimated to be valued at \$450,000.

Council also engaged Ethos Urban Pty Ltd to undertake an *Economics Benefit Analysis* of the project (the Report). Primarily, the Report seeks to quantify in financial terms the community benefits of the proposal to the Greater Shepparton community.

The Report found that, amongst other things, the development will result in significant short and long term economic and social benefits. Specifically, it quantified that the development would result in direct benefit of \$2.4 million (\$31.5 million over the 30 year life of the building) to the local economy and create 30 construction-related jobs (assuming a 12 month construction phase) Further the development will indirectly result in an output of \$38 million, 110 fulltime jobs, and a total direct value-add to the economy of \$14.6 million.

## 2.0 Additional Work

In response to submissions received for the project, Council officers commissioned additional background assessments to address the concerns raised in submissions.

### 2.1 Economic Impact Assessment for Maude, Nixon and Edward Streets Car Park Shepparton prepared

In early 2022, Council officers engaged Ethos Urban Pty Ltd to undertake a Social Housing Economic Benefit Assessment of the project. The Report quantifies in financial terms the community benefits of the proposal to the Greater Shepparton community. The findings of this are outlined in Section 1 of this Report.

Following the completion of the consultation period, Council sought additional commentary from Ethos Urban Pty Ltd regarding specific commentary raised in eight submissions to the Social Housing Economic Benefit Assessment. Ethos Urban Pty Ltd provided a response to this submitter addressing their concerns (attached in Appendix 7.1 to this Report) and noted some minor edits to the report and the addition of a bibliography.

### 2.2 Greater Shepparton Affordable Housing Projects: Review and Advice, June 2022 from Affordable Development Outcomes Pty Ltd

Council officers engaged Affordable Development Outcomes Pty Ltd to prepare the *Greater Shepparton Affordable Housing projects: Review and Advice, June 2022* (the Summary Document). The Summary Document:

- Reviews and comments upon the objectives and framework for affordable housing delivery in the Greater Shepparton Affordable Housing Strategy: Houses for People 2020;
- Provides an update on affordable housing demand in Shepparton; and
- Provides an informed response to the key community concerns.

The Summary Document provided an updated analysis of key data since the Strategy was developed which indicate that housing affordability has declined significantly in Greater Shepparton. Specifically, the Summary Document found:

- A 40% increase in the median housing price between 2010 and 2022;
- A 17% increase in presentations to local homeless service over a 12 month period to 1,488 households in 2020-21 (66% clients were new to the service); and
- An 80 per cent increase in households on the Social Housing waiting list (Victorian Housing Register) between December 2018 and June 2022 for the Greater Shepparton area from 1,041 households to 1,674 households (904 households are priorities for housing assistance).



The Summary Document assessed the proposal and made the following comments, amongst others:

- The site is located within an Activity Centre zone; multi-storey developments are encouraged in this zone.
- The provision of land and attraction of government funding reflects Council's strategy and committed actions.
- There are limited option for affordable housing providers to develop a reasonable number of dwellings in Greater Shepparton, for affordable housing, thereby investing and stablishing a presence in the region;
- As a percentage of all dwellings within Shepparton, the proposal will have a minimal impact;
- The proposal is expected to result in significant social and economic benefits which will also have positive benefits for the wider community;

### **2.3 Social Housing Planning and Urban Design Advice**

Ethos Urban provided a report that reviewed overshadowing diagrams of a potential development of the site. This assessment indicated that whilst the proposed development will result in overshadowing to the surrounding properties, the proposed overshadowing is considered to have a minimal impact on the amenity of these properties. The proposed development will have a minimal contribution to the existing shadowing of the private open space of neighbouring properties. Furthermore, the shadowing of the private open space associated with Shepparton ACE Secondary College is not anticipated to have a significant impact on the use and amenity of the site.

### **2.4 Egress Review of Shepparton ACE College**

Many submissions received, and particularly from ACE, claimed that any future development on the site would lead to school no longer being able to operate due to the evacuation/fire exit being blocked.

Council subsequently commissioned a review of the building permit by Nicolas Building Surveyors to substantiate the validity of these claims. The independent assessment found some issues with the current permit for ACE College that required further clarification.

The building permit and occupancy certificate were issued by a private building surveyor. Specifically, the building permit review notes that the use of a roller door and the gate as a fire exit/evacuation exit is not compliant with the National Construction Code (NCC). This demonstrates that the claims being made in submissions are incorrect and the site can continue to operate without the roller door access. ACE's private building surveyor has also confirmed that the two required fire access points are to Maude Street and that the roller door and gate did not form part of the access arrangements for the site. The roller door/gate should not be promoted as an evacuation point as it is not compliant.

Further, this access has not been formalised through any ongoing licence agreement. It is recommended that this occurs to permit ongoing use of the roller door and gate. Whilst not required for access to meet the building regulations, this will provide an additional source of access to and from the site. Given Council is retaining ownership of the car park, this ongoing access (except during construction) can continue to be provided.

### **2.5 Social Housing Site Assessment**

A number of submissions suggested that alternative sites should be considered and were preferable to a development at Nixon/Maude Street. Some suggested actual alternative sites. While Council and other government stakeholders, particularly Homes Victoria, have

already assessed the suitability/availability of multiple alternate sites, these assessments have not been formally documented.

As a result, the Council engaged SEMZ Property Advisory and Project Management to undertake/document a high-level, independent assessment and evaluation of each of the 16 sites identified (by Council and through the abovementioned consultation) as being potentially suitable for the purpose of accommodating the Applicants' proposal (including the Subject Site).

Evaluation Criteria, weighting and scoring guide were developed to help contextualise the results.

The report concludes that the subject site appears to align best with both Council's and the Applicant's objectives and requirements (ie for a social housing development that is the same as or similar to that currently proposed), the key reasons for which are that the:

- subject site is Council-owned and therefore assumed to be available on a timely basis for development purposes
- rights to the airspace above the car park are currently of relatively low value to Council (thus even if they were to be acquired by the Applicant - not gifted - they would not impact the development's feasibility as much as many of the other sites would)
- site is in a prime location and is underdeveloped
- the zoning is complimentary to the intended use (that is to say, according to Council, *the ACZ seeks to attract development and people to live and work in the CBD by providing a greater range of housing choices within close proximity of the Maude-Street Mall. This is expected to be achieved through higher-scale mixed-use developments, including residential, that will provide housing within the CBD, and increase activity and vibrancy of the CBD. The ACZ also encourages the redevelopment of vacant or underused land*)
- the site's constraints appear limited to (i) the need for the design to respect the surrounding sensitive uses (ii) the higher delivery cost of developing above a ground floor use that is to be retained
- while numerous other sites have similar features (particularly the other nearby car parks with ACZ zoning), these sites:
  - are considered too big or too small, based on the development currently proposed
  - that are too big are logically of higher financial value (and most likely strategic value) to Council – that is to say, using them for social housing may not be their highest and best use, or close to that)
- of the other sites deemed unsuitable:
  - most are evaluated that way simply on the basis of their current third-party ownership (private, authority or Crown) and the consequent requirement for significant time (>12 months) and cost to acquire them and make available
  - some are in sub-optimal or unsuitable locations (distant from amenities, transport, employment).

## 2.6 Ethos Urban Social Impact Assessment Report

A number of submitters were critical of the consideration of social impacts of the proposal and that social impacts should also have been addressed and not just economic benefits. As a result, the Council commissioned Ethos Urban Pty Ltd to undertake a social impact assessment (SIA).

As noted in the report, "the NSW Department of Planning and Environment's Social Impact Assessment Guideline (July 2021) has been used to guide the methodology of this SIA.

The NSW DPE SIA Guideline represents best practice guidance in Australia for the assessment of social impacts on major infrastructure and building projects across a comprehensive range of categories in order to meet the requirements of numerous consent authorities.”

The SIA concluded that the overall long-term benefit of the proposed development is considered to be largely positive, and potential negative impacts can be mitigated through implementation of a robust Construction Management Plan and Traffic Management Plan and Communications and Engagement Plan to seek and incorporate important community feedback during the development and construction phase and a comprehensive Social Housing Transition Plan for residents of social housing during the operational phase to reduce disruption for residents and the broader community.

### 3.0 Summary of Consultation

Council formally undertook community consultation in accordance with section 114 of the *Local Government Act 2020* (the Act) on its intention to lease part of the land at 5 Edward Street, 115-121 Maude Street and 92 Nixon Street, Shepparton.

Council commenced community consultation on Friday, 14 January 2022. Community consultation concluded on Monday, 28 February 2022.

Council used multiple methods to engage with key stakeholders and the broader Greater Shepparton community during the additional community consultation phase, including:

- a letter to adjoining landowners and occupiers;
- a letter to relevant stakeholders and referral agencies;
- a media release, which attracted media attention from the Shepparton News and the Shepparton Adviser;
- public notice in the Shepparton News on Friday, 14 January 2022; and
- an online submission portal on the ‘Shaping Greater Shepp’ website.

Submissions were invited via an online submission form, by email and by post. Submitters were also invited to attend verbal briefings to the Councillors about their submission on 7 and 8 March 2022 at the Eastbank Centre, which were delivered via in person or online.

### 4.0 Who Did We Hear From?

A total of 733 submissions were received and 38 verbal briefings presented to Council during the consultation process. This included:

- 18 early submissions;
- 733 submissions received during the consultation phase;
- 38 verbal briefings: and
- 6 additional materials handed in during the verbal briefings.

Council received 706 submissions opposing the proposal, with 17 stating they support the proposal in principle, but not the location. 27 submissions were in favour of the proposal.

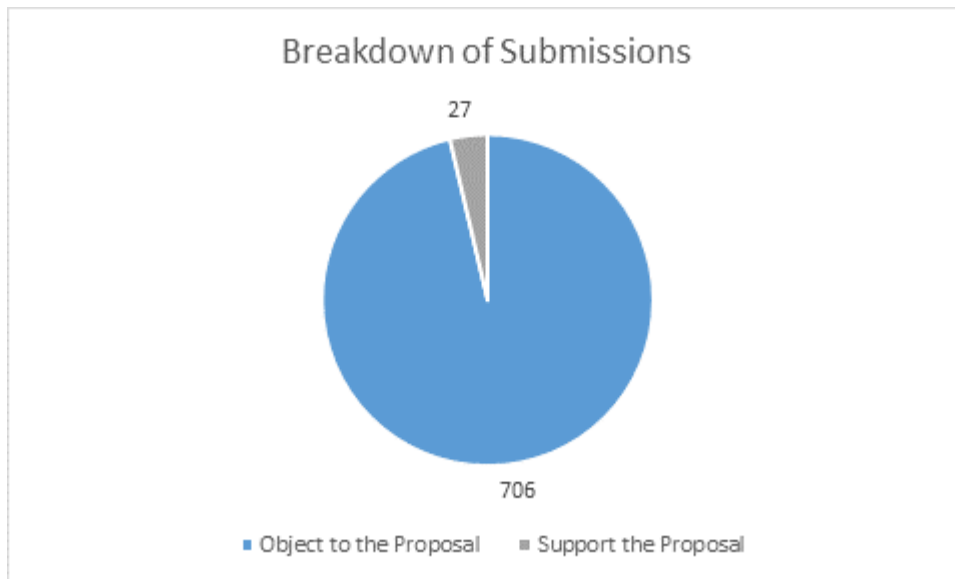


Figure 1: *Breakdown of Submissions*

## 5.0 What We Heard

Through these forums, Council heard a wide range of comments, queries and concerns. The main themes identified in the submissions that emerged are listed below, they are also outlined in Figure 2 below;

- impacts upon Shepparton ACE Secondary College;
- loss of car parking spaces;
- that the location is inappropriate;
- that the proposal is out of character with the surrounding area;
- amenity offered by the proposed design;
- that other locations are considered more appropriate;
- impacts on surrounding residential properties;
- impacts on surrounding businesses;
- impact on the value of surrounding properties;
- safety and security concerns following the development;
- that affordable housing is needed;
- supports the project;
- questions on how was the site identified and chosen;
- questions on whether other council car parks be redeveloped;
- questions on the integrity of the consultation process;
- clustering of affordable housing versus pepper-potting;
- that the proposal will encourage Shepparton to be a destination for homeless people from outside of Greater Shepparton;
- why surveys were being undertaken on the site during the consultation period;
- impacts of any construction activity on the land on surrounding properties;
- will it jeopardise the conversion of the car park in the future to EV charging;
- the land should be redeveloped as a multi-storey car park to meet the needs of the CBD;
- that good management and maintenance is needed of the site in the future;
- the development does not comply with Council's existing policies;
- increase in pedestrian and traffic congestion as a result of the development; and
- questions the Urban Economic Benefits Assessment Report.

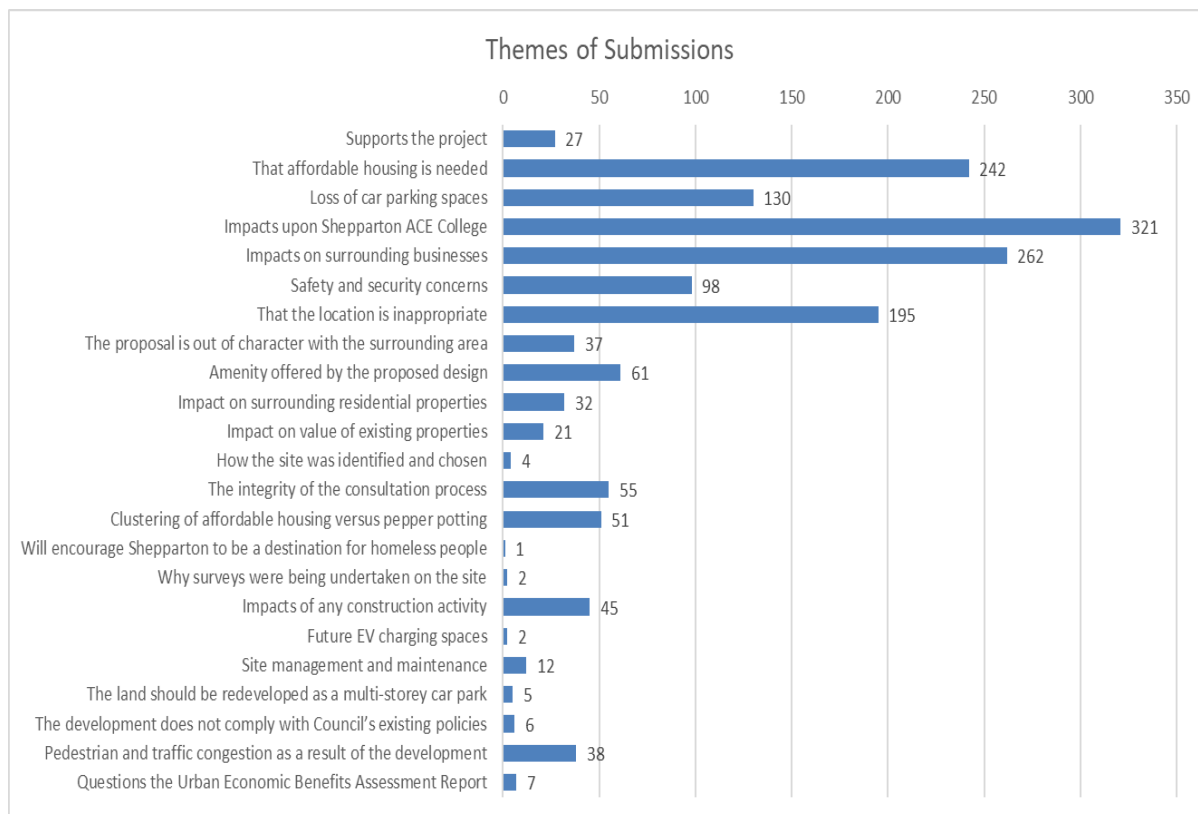


Figure 2: Breakdown of themes in objections

Council officers' responses to each of these themes is outlined in Table 1.

Table 1: Feedback received to the proposal and Council officers' responses.

Submission numbers	Feedback received	Council officers' response
1, 3, 6+6A, 9, 17, 19, 27, 65, 77, 86, 87, 93, 97, 98, 99, 102, 103, 107, 108, 109 + 109a, 113 + 113a, 115, 116 + 116a, 117 + 117a, 119, 121, 122, 124, 125, 127, 131, 134, 141, 142 + 142a, 150, 152, 153, 154, 156, 157, 158, 161, 164, 168 +168a, 169 + 169a, 170, 171, 172, 174,	Impacts upon Shepparton ACE Secondary College. This includes; overshadowing, student safety, privacy, loss of Registered Training licence.	<p>Council notes and considers the community's worries on the proposed development adjacent to Shepparton ACE College.</p> <p>It is not uncommon for social housing to exist adjacent to schools throughout inner-suburbs in Melbourne. High rise social housing estates in Carlton, Collingwood and Flemington have schools located on them, where both can co-exist together.</p> <p>Council has sought advice from the Victorian Registration and Qualifications Authority (VQRA) regarding the impact of the proposal to Shepparton ACE College. The VQRA has indicated that for Shepparton ACE College to remain registered as a school, ACE College must demonstrate that it has mitigated potential child safety risks. The VQRA regards this as a matter between Shepparton ACE College and Greater Shepparton City Council. The school must</p>

<p>175, 176, 177 and 177a, 178, 179, 180, 181 +181a, 182, 183, 186, 187, 188, 189, 191, 192, 193, 197, 201, 202, 208, 209, 210, 211, 213, 214, 215, 220, 223, 225, 227, 233, 235, 236, 237, 238, 239 + 239a, 240 + 240a, 242, 243, 249, 252, 254, 255, 256, 258, 259, 260, 263, 268, 269, 270, 271, 273, 275, 278, 281, 284, 286, 287, 289, 292, 297, 298 +298a , 299, 302, 309, 310, 313, 315, 316, 317, 318, 319, 321 + 321a, 323, 324, 325, 326, 328, 330, 332, 335, 337, 338, 340, 342, 343, 344, 345, 347, 349, 350, 351, 353, 355, 356 and 356a, 358, 359, 360, 365, 369, 372, 373, 374, 375, 376 ,384, 385, 386, 388, 390, 391 + 391a, 393, 394, 395, 397, 399, 400, 402, 403, 404, 409, 410 + 410a, 412, 414, 420, 421,422, 423, 424, 426, 429, 433, 434, 436,</p>		<p>continue to meet the minimum standards including the child safety standards.</p> <p>It should be noted that the consultation was for the sale and gifting of land, not for any specific building proposal on site. However Council officers do consider the matters raised in relation to ACE College helpful in understanding design issues and matters to be considered and addressed for a specific concept design for the site.</p> <p>The site design is subject to plans that will be developed by Beyond Housing and Wintringham and that will need to be assessed by Council officers and approved by the Victorian Government through the planning permit process. Any development over 3-storeys is also subject to review by the Victorian Government Architect.</p> <p>The proposed designs will be subject to ResCode requirements, planning controls and assessment of adjacent sites to ensure no inappropriate overshadowing or overlooking occurs. Concerns such as overlooking and overshadowing can be addressed in design and planning controls.</p> <p>Council has engaged Ethos Urban Pty Ltd to prepare a planning and urban design assessment of the proposal to address concerns of the broader strategic objectives of the area and the direct impact on ACE College. The report noted that the proposal will have minimum contribution to the existing shadowing on the private open space of neighbouring properties, nor will it have a significant impact on the use and amenity on ACE College.</p> <p>Beyond Housing and Wintringham are Registered Housing Providers which are required to comply with performance standards and other requirements set out in the <i>Housing Act 1983 (Vic)</i>. These standards are governed and audited annually by the Victorian Housing Registrar.</p> <p>The performance standards outline the requirement for management frameworks for social housing developments including outlining the standards, policies, and procedures to support tenants, management of the building and community.</p>
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<p>438, 440, 442, 443, 444, 446, 447, 449, 450, 451, 453, 454, 455, 460, 464, 467 + 467a, 470, 471, 472, 475, 477, 483, 484, 486, 488, 489, 500, 504, 507, 509, 512, 515, 518, 519, 520, 521, 523, 528, 530, 531, 532, 533, 535, 538, 541, 544, 546, 548, 549, 551, 554, 556, 561, 563, 564, 565, 567 + 567a, 568 + 568a, 569, 570, 571, 572, 573, 574, 575, 576 + 576a, 579, 582, 584, 585, 586, 587, 588, 589, 590, 591, 592, 594, 596, 597 + 597a, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 624, 625, 628, 633, 635, 637, 638, 639, 640 + 640a, 641, 647, 649, 650, 654, 658, 665, 669, 671, 672, 674, 675, 677, 683, 687, 689, 692, 694, 698, 702, 710, 712, 720</p>		<p>Community housing organisations have obligations, just like any other landlord, under the <i>Residential Tenancies Act 1997</i> to ensure that the privacy, peace and quiet enjoyment of neighbouring residents are not affected by the tenants or their visitors.</p> <p>Whilst there are many understandable submissions raised over Shepparton ACE College, any perceived impact on ACE College can be mitigated through changes to internal school policies, or mitigated through the design of the apartment building. Shepparton ACE College does not have a perceived right over the Council owned car park, as it is for Council to consider the redevelopment of this space.</p> <p>Shepparton ACE College is located in the CBD, an area that is subject to change, development and redevelopment of sites and is exposed daily to residents, workers, shoppers, tourists and the general public. Having more residents, in this case social housing tenants, in close proximity with ACE College does not change the risk profile for ensuring the school meets its obligations to the safety of its students. If ACE College is concerned about potential child safety risks, it will need to develop strategies to mitigate these risks.</p>
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<p>1, 2, 3, 4, 5, 21 + 21a, 30, 31, 34, 43, 48, 50, 52, 56 + 56a, 57, 59 + 59a +59b, 69, 70, 71, 72, 75, 76, 78, 79, 80 + 80a, 81, 83, 86, 87, 88, 91, 94, 99, 100, 101, 103, 105, 106, 107, 108, 109 + 109a, 110 + 110a, 112, 113 + 113a, 115, 117 + 117a, 120, 142 + 142a, 150, 231, 294, 309, 314, 322, 339, 339a and 339b, 344, 350, 356 and 356a, 375, 376, 377, 379, 397, 400, 413, 418, 421, 424, 425, 433, 442, 446, 447, 456, 486, 489, 492, 505, 520, 522, 523, 528, 530, 531, 549, 550, 563, 564, 565, 569, 570, 578 + 578a, 579, 583, 590, 592, 597 + 597a, 616, 622, 623 + 623a, 625, 627, 641, 650, 658, 659, 662, 663, 669, 673, 679, 685, 690, 691, 692, 693, 694, 696, 697, 714, 723, 724, 727, 737, 743, 745, 747, 751, 752, 754</p>	<p>Loss of car parking spaces.</p>	<p>Council officers acknowledge the concerns raised on loss of car parking.</p> <p>The <i>Shepparton CBD Parking Strategy 2020</i> noted that the Shepparton CBD had a peak utilisation rate of 57% for all on and off-street car parks; meaning that there is ample parking capacity throughout the Shepparton's CBD to accommodate existing and future demands. A recent parking survey undertaken by Real Time Traffic Pty Ltd in April 2022 indicates that the Maude, Nixon and Edward Street has a peak occupancy rate of 78%.</p> <p>In the revised conceptual plans Beyond Housing and Wintringham noted that there will be minimum loss of car parking spaces. Given the off-street car parks and surrounding on-street car parks utilisation rate, Council believes this will have minimal impact to surrounding businesses and shoppers. Council will retain ownership of the ground-level car park. Future tenants in the development will have their own car parking spaces, which will not detract from the number of spaces available for the public to use.</p> <p>The Maude Street Mall revitalisation will provide an additional 38 car parking spaces. These additional parking spaces in Maude Street Mall are within walking distance from the Maude, Nixon and Edward Street car park where the proposed development is located. The additional 38 parking spaces in Maude Street Mall will significantly exceed the loss of 8 car spaces on the proposed site.</p>
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	That the location is inappropriate.	<p>Greater Shepparton City Council believes that housing is a basic human right; every member of our community deserves the certainty of knowing they will have a roof over their head every night. This is regardless of a person's financial circumstances, age, gender, race, religion or sexual orientation. The provision of housing enables participation in community life in Greater Shepparton.</p> <p>The proposed development is situated within the Activity Centre Zone (ACZ) Precinct 1. Council officers are of the view that the proposal aligns with the objectives of the ACZ to facilitate medium density housing and increase the vibrancy and foot traffic throughout the area. The project also meets the ACZ's built form guidelines of higher-scaled built form making a more efficient use of the land in close proximity to the Maude Street Mall.</p> <p>The proposed development is located within close proximity to the Shepparton CBD and amenities including local businesses, shops, supermarkets, Goulburn Valley Health and other support services, GOTAFE and La Trobe University, public open space at Queens Gardens, Monash Park and Deakin Reserve, and four bus lines.</p>
6+6A, 149, 174, 212, 244, 343, 347, 348, 359, 362, 374, 402, 408, 425, 446, 471, 500, 513, 515, 543, 549, 570, 578 + 578a, 582, 588, 591, 599, 616, 625, 632, 636, 637, 647, 664, 688, 698	The proposal is out of character with the surrounding area.	<p>The proposed development is appropriately designed to accommodate for the character of the surrounding area as required in Council's policies.</p> <p>The proposed development abides by The <i>Shepparton CBD Strategy 2008</i> which seeks to increase residential density in and around the Shepparton CBD. This includes multi-storey residential developments.</p> <p>The proposed site is situated in the Activity Centre Zone Precinct 1, allowing for higher built form and encourages residential living in the Shepparton CBD as a means of providing a greater range of housing choices and to increase activity in the vicinity of the Maude Street Mall.</p> <p>Any planning permit application will include a neighbourhood character assessment to ensure that any building proposal complements the adjacent character of neighbouring developments.</p>

<p>80 + 80a, 112, 113 + 113a, 115, 143, 149, 160, 187, 211, 233, 315, 326, 332, 342, 343, 358, 374,375,408, 416, 417, 421, 425, 436, 439, 446, 448, 451, 453, 461, 466, 467 + 467a, 470, 474, 494, 533, 536 + 536a, 543, 549, 558, 563, 567 + 567a, 568 + 568a, 569, 570, 582, 584, 586, 588, 592, 594, 599, 616, 622, 623 + 623a, 625, 632, 636, 666, 679, 689</p>	<p>Amenity offered by the proposed design, including open space &amp; communal areas.</p>	<p>Both Beyond Housing and Wintringham are registered housing associations with a history of providing safe and secure social housing.</p> <p>Wintringham only serves tenants aged 55+. Tenants of this age, often with disabilities, often don't have the physical capacity to maintain a garden regularly, and so apartment units are more suitable for these tenants.</p> <p>It should be noted that of the existing public housing tenancies in Shepparton, 75% are either single, single parent, or elderly single. Of the 1,673 households on the priority access list for the Victorian Housing Register, 62.6% have a preference for one-bedroom housing. Larger greenfield sites with 3 – 4 bedroom dwellings often require residents to have one or more cars to access jobs and services which is not a priority for affordable housing. In May 2022 there was only 34 one and two bedroom homes for sale in Greater Shepparton, which are generally older, low quality, and have poor accessibility and environmental standards.</p> <p>The exact building layout will be determined under the planning permit process, which will be subject to ResCode requirements regarding internal amenity for future tenants.</p>
<p>4, 6+6A, 10, 12, 14, 15, 16, 17, 18, 20, 22, 23, 27, 28, 29, 32 + 32A, 33, 34, 36 + 36a, 36b, 38, 39, 40, 41, 43, 44, 45, 46, 47, 48, 52, 54, 55, 57, 61, 67 + 67a, 68, 72, 73, 75, 77, 85, 94, 96, 100, 103, 105, 107, 110 + 110a, 113 + 113a, 126, 130, 149, 161, 162, 163, 164, 166, 182, 219, 224, 245, 247, 258, 261, 288, 293, 295, 298</p>	<p>That other locations are considered more appropriate.</p> <p>Sites identified in the submissions are: Former Secondary School sites, Former Pizza Hut site, Marungi Carpark, High/Rowe St Car Park, Welsford St Car Park, JB-Hi-Fi Car Park, Karibok Park, Former Shepparton Hotel site and former Mooroopna Hospital.</p>	<p>The proposed site is within the CBD and provides very close walkable access to services, retail, greenspace, community facilities, medical facilities and education and training facilities.</p> <p>The site was identified after extensive assessment of land availability and suitability in Shepparton which concluded there are very limited opportunities and no sites of this scale that met the agency requirements and priority housing need. Many sites were subject to easements, flood risk, or were not appropriately zoned.</p> <p>Council has commissioned SEMZ to undertake an independent site assessment for alternative sites mentioned throughout the submissions, including Council-owned, State Government, and privately-owned properties. The assessment evaluated site on:</p> <ol style="list-style-type: none"> <li>1. Ownership, value and availability</li> <li>2. Site characteristics and planning constraints</li> <li>3. Location, site amenities and transport.</li> </ol>

<p>+298a , 300, 303, 308, 314, 332, 338, 342, 343, 344, 347, 350, 354, 358, 360, 363, 364, 366, 370, 372, 374, 375, 377, 378, 379, 380, 381, 390, 391 + 391a, 393, 394, 399, 412, 421, 424, 427, 428, 429, 437, 439, 446, 448, 451, 457, 458, 459, 460, 461, 462, 463, 464, 467 + 467a, 470, 472, 474, 477, 479, 482, 483, 489, 492, 499, 500, 502, 506, 509, 521, 531, 533, 545, 578 + 578a, 580, 584, 590, 622, 624, 627, 629, 632, 634, 641, 644, 646, 655, 656, 657, 658, 659, 665, 672, 679, 689, 690, 696, 698, 703, 705, 707, 708, 709, 710, 711, 713, 715, 716, 720, 721, 722, 725, 726, 727, 729, 731, 732, 733, 735, 737, 738, 739, 740, 741, 743, 747, 749, 750, 752, 757</p>		<p>4. Financial feasibility and development delivery timing.</p> <p>The results of the site assessment found that Council-owned sites scored highest in the weighted evaluation and were most suitable for the realisation of affordable housing; including the Maude, Nixon and Edward Streets car park. These sites are generally development-ready, are zoned appropriately with minimal encumbrances and overlays, are located in central locations close to amenities and transport, and higher financial feasibility with lower land and development costs.</p> <p>Other identified sites had multiple development constraints that made them unsuitable for affordable housing; including being owned by third-parties or crown land, inappropriate zoning or encumbrances or overlays, not being close to amenities or transport, and high cost of land development.</p> <p>Council officers are of the view that even if alternative sites were considered, it does not preclude the investigation into affordable housing on the Maude, Nixon &amp; Edward Street car park. Shepparton has a high rate of homelessness that one affordable housing proposal alone will not fully address. Council will continue to advocate for and facilitate the development of Affordable Housing in other areas of Greater Shepparton to address the critical undersupply of Affordable Housing.</p>
<p>143, 151, 166, 186, 274, 284, 293, 333, 339, 339a and 339b , 374, 377, 398, 415, 442,</p>	<p>Impact on surrounding residential properties.</p>	<p>Council officers acknowledge the concerns raised on the impacts on surrounding residential properties.</p> <p>The proposed site is located in the Activity Centre Zone and allows for developments on this scale.</p>

<p>447, 448, 449, 454, 488, 520, 563, 569, 570, 616, 625, 640 + 640a, 644, 647, 648, 651, 687, 690</p>		<p>Community housing organisations have obligations, just like any other landlord, under the <i>Residential Tenancies Act 1997</i> to ensure that the privacy, peace and quiet enjoyment of neighbouring residents are not affected by the tenants or their visitors.</p> <p>The Tenants who will occupy the building are already in the Greater Shepparton Community, they are already neighbours and active members in the community and are no different than the current residents in the same neighbourhood as the proposed location.</p> <p>Tenants who do not meet the obligations of the <i>Residential Tenancies Act 1997</i> and the obligations set out by the community housing organisation/s can be vacated from the property. The <i>Residential Tenancies Act 1997</i> provides a process for this, but as with any person, serious criminal behaviour can result in a person being arrested on the spot.</p> <p>Any impacts on residents during construction will be managed as part of the planning/building permit process.</p>
<p>1, 2, 3, 4, 5, 6+6A, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21 + 21a, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32 + 32 A, 33, 34, 35, 36 + 36a, 36b, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53 and 53a, 54, 55, 56 + 56a, 57, 58, 59 + 59a + 59b, 60 and 60a, 61, 62, 63, 64, 65, 66, 67 + 67a, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80 + 80a, 81,</p>	<p>Impact on surrounding businesses.</p>	<p>Council officers acknowledge the concerns raised on the impacts on surrounding businesses.</p> <p>Any impacts on businesses during construction will be managed as part of the planning/building permit process.</p>

<p>82, 83, 84, 85,  86, 87, 88, 89,  90, 91, 93, 94,  95, 96, 97, 98,  99, 100, 101,  102, 103, 104,  105, 106, 107,  108, 109 +  109a, 110 +  110a, 112, 113  + 113a, 118,  126, 130, 132,  139, 144, 145,  151, 152, 161,  182, 184 and  184a, 185,  195, 198 +  198a, 207,  212, 222, 247,  249, 257, 258,  261, 263, 265,  294, 298  +298a , 307,  309, 320, 326,  328, 329, 336,  347, 348, 358,  377, 385, 391  + 391a, 392,  395, 397, 420,  421, 423, 425,  426, 436, 440,  442, 448, 454,  456, 458, 460,  467 + 467,  504, 507, 512,  526, 540, 548,  563, 569, 570,  578 + 578a,  581, 584, 585,  590, 593, 616,  622, 623 +  623a, 625,  628, 634, 637,  639, 641, 644,  647, 648, 651,  687, 692, 693,  694, 696, 697,  698, 699, 701,  702, 703, 704,  705, 706, 707,  708, 709, 710,  711, 712, 713,</p>		
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714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 735, 736, 737, 738, 739, 740, 741, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753 + 753a, 754, 756, 757, 758, 759, 760		
23, 36 + 36a, 36b, 112, 210, 257, 274, 284, 333, 391 + 391a, 415, 442, 467 + 467a, 488, 520, 549, 590, 622, 636, 639, 716, 729	Impact on the value of surrounding properties.	<p>This is a common misconception regarding affordable housing throughout Australia.</p> <p>For most homeowners, it is natural to be concerned about the potential effect on its value as a result of changes in the neighbourhood. However, there is evidence from a number of studies showing property values are not affected by nearby social/affordable housing.</p> <p>Property values are impacted by a large number of factors. In general, property prices have significantly increased in Shepparton since the commencement of the COVID-19 pandemic.</p> <p>A study by the Australian Housing and Urban Research Institute (2013) undertook modelling of property values surrounding affordable housing developments. The study found that 'the impact of affordable housing development on property sales values can be positive or negative, but it is usually minimal either way and far outweighed by other factors. The study found no evidence to suggest that affordable housing development has a universally damaging impact on property sales values.' (Source: Understanding and addressing community opposition to affordable housing development <a href="https://www.ahuri.edu.au/research/final-reports/211">https://www.ahuri.edu.au/research/final-reports/211</a>).</p>
2, 6+6A, 24, 31, 36 + 36a, 36b, 47, 51, 53 and 53a, 63, 70, 75, 77, 85, 88, 89, 96,	Safety and security concerns following the development.	Council officers will work with Beyond Housing and Wintringham to ensure that the ongoing management of the housing provided is safe and successful for existing and new residents to the area. This can potentially include, but not limited to, entering an agreement that the housing not be

<p>102, 105, 107, 109 + 109a, 112, 119, 143, 144, 145, 151, 152, 166, 168 +168a, 170, 180, 182, 215, 217, 247, 265, 280, 284, 298 +298a , 316, 319, 322, 329, 344, 347, 350, 358, 383, 388, 392, 395, 402, 404, 416, 418, 426, 442, 450, 471, 500, 504, 505, 520, 530, 544, 559, 563, 569, 570, 575, 578 + 578a, 579, 582, 599, 616, 625, 637, 638, 640 + 640a, 653, 655, 664, 674, 675, 679, 685, 686, 688, 689, 693, 698, 717, 724, 729, 741, 746, 748, 759</p>		<p>used for people exiting the justice system, and background checks and screening of tenants.</p> <p>As part of the memorandum of understanding between Council, Beyond Housing, and Wintringham, a management framework will be provided that will be provided that outlines the standards, policies, and procedures to support tenants, management of the building and community. This will include tenant and housing services, housing asset management, community engagement, governance and probity.</p> <p>Registered Housing Associations are required to comply with performance standards and other requirements set out in the Housing Act 1983 (Vic). These standards are governed and audited annually by the Victorian Housing Registrar. These requirements provide regulatory and oversight environment that the State government (public housing) or private landlords are not required to comply with.</p> <p>Community housing organisations have obligations, just like any other landlord, under the <i>Residential Tenancies Act 1997</i> to ensure that the privacy, peace and quiet enjoyment of neighbouring residents are not affect by the tenants or their visitors.</p> <p>Tenants who do not meet the obligations of the <i>Residential Tenancies Act 1997</i> and the obligations set out by the community housing organisation/s can be vacated from the property. The <i>Residential Tenancies Act 1997</i> provides a process for this, but as with any person, serious criminal behaviour can result in a person being arrested on the spot.</p> <p>Research shows that there isn't a link between criminal behaviour and social housing, in fact there is a greater risk of crime when people don't have access to safe and secure social housing.</p> <p>Post occupancy evaluations of similar density affordable housing projects (for example, the Woodstock Street development in Balaclava) found that it was the view of the St Kilda police that the residents had not cause any problems in the neighbourhood, rather that property crime had actually decreased in the area.</p> <p>Source: <a href="https://www.ahuri.edu.au/research/final-reports/211">https://www.ahuri.edu.au/research/final-reports/211</a></p>
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<p>1, 3, 6+6A, 8, 9, 10, 11, 13, 14, 16, 17, 21 + 21a, 22, 24, 25, 28, 29, 32 + 32 A, 33, 36 + 36a, 36b, 40, 41, 42, 43, 44, 45, 47, 49, 52, 53 and 53a, 55, 59 + 59a +59b, 60 and 60a, 62, 63, 64, 65, 66, 67 + 67a, 68, 72, 73, 75, 76, 77, 79, 81, 83, 84, 87, 89, 90, 93, 94, 101, 103, 105, 107, 108, 110 + 110a, 111, 115, 118, 128, 129, 130, 134, 139, 141, 144, 149, 151, 152, 155 + 155a, 162, 167, 170, 176, 177 and 177a, 182, 183, 192, 196, 206, 207, 209, 211, 212, 213, 215 , 216, 217, 218, 220, 228, 239 + 239a, 244, 247, 249, 250, 252, 263, 268, 271, 273, 275, 279, 281, 285, 287, 297, 298 +298a , 310, 313, 323, 324, 326, 332, 338, 339, 339a and 339b , 343, 347, 348, 350, 353, 358, 361, 364, 365, 366, 373, 374, 375, 377, 378, 379, 381, 391 +</p>	<p>That affordable housing is needed.</p>	<p>Council acknowledges the need for more affordable housing in Greater Shepparton. Council notes that Greater Shepparton has the highest homeless rate in Regional Victoria at 5.6 persons per 1000 people.</p> <p>Council will continue to pursue affordable housing opportunities under the <i>Greater Shepparton Affordable Housing Strategy</i>.</p>
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<p>391a, 395, 400, 408, 411 + 411a, 420, 435, 441, 443, 444, 450, 451, 464, 472, 474, 491, 493, 500, 503, 504, 507, 512, 520, 521, 533, 536 + 536a, 538, 540, 543, 548, 549, 554, 558, 564, 571, 572, 575, 578 + 578a, 581, 582, 583, 585, 586, 587, 588, 589, 590, 591, 593, 597 + 597a, 598, 622, 624, 625, 634, 635, 636, 637, 640 + 640a, 645, 651, 654, 665, 671, 674, 683, 689, 691, 692, 694, 698, 701, 702, 703, 704, 706, 707, 709, 710, 714, 715, 717, 718, 721, 722, 725, 726, 729, 733, 735, 736, 737, 738, 739, 741, 744, 747, 748, 750, 754, 756, 758, 759, 760</p>		
<p>7, 25, 31, 49, 74, 148, 230, 241, 272, 291, 305, 327, 340, 367, 396, 401, 409, 411 + 411a, 468 + 468a, 514 + 514a, 525,</p>	<p>Supports the project.</p>	<p>Council officer's note the response from these submitters.</p>

534, 684, 699, 718, 724, 744		
	How was the site identified and chosen?	Beyond Housing and Wintringham identified the site after extensive assessment of land availability and suitability in Shepparton, This concluded there are very limited opportunities within Shepparton and that there are no sites of this scale that met the agency requirements and priority housing need. Many alternative sites were subject to easements, flood risk, or were not appropriately zoned for residential development.
	Whether other council car parks be redeveloped	At this time Council has not received any other proposals from Registered Housing Associations to build affordable housing over Council-owned car parks. Any future proposals will need to be considered by Council at an Ordinary Council Meeting and undergo extensive consultation under section 114 of the <i>Local Government Act 2020</i> , before returning to Council for a decision to resolve to gift, sell or lease land for affordable housing.
28, 36 + 36a, 36b, 45, 59 + 59a +59b, 67 + 67a, 75, 113 + 113a, 117 + 117a, 144, 145, 151, 172, 173, 195, 218, 249, 268, 274, 288, 294, 296 + 296a, 338, 346, 350, 378, 395, 414, 418, 436, 453, 459, 461, 462, 478, 489, 507, 540, 543, 545, 549, 552, 565, 581, 584, 588, 591, 633, 636, 648, 681, 686, 698, 710, 741	Questions on the integrity of the consultation process.	<p>Council has undertaken extensive consultation under section 114 of the <i>Local Government Act 2020</i> and has fulfilled these requirements. Council understood the timing of the consultation phase was too short for the proposal and so extended consultation for an additional three weeks to allow for members of the community to have their say on the proposal.</p> <p>Council also provided the opportunity for submitters to verbally present to Council and uploaded the video of the recorded verbal briefings for the public to view.</p>
20, 23, 32 + 32 A, 36 + 36a, 36b, 55, 79, 113 + 113a, 115, 140, 173, 181 +181a, 215, 361, 366, 375, 376, 378, 404, 443, 449,	Clustering of apartments versus pepper-potting	The <i>Greater Shepparton Affordable Housing Strategy</i> sets objectives for integration and to see affordable housing delivered across Shepparton. It recognises that clustering may be appropriate due to the availability of land and housing agency requirements; reflecting that Registered Housing Agencies may have practical reasons for clustering and have experience to determine the optimal mix and scale for any single location.

<p>464, 466, 467 + 467a, 536 + 536a, 565, 568 + 568a, 569, 570, 584, 586, 591, 592, 597 + 597a, 616, 623 + 623a, 625, 627, 633, 636, 637, 639, 645, 651, 654, 658, 671, 713, 725, 729, 750</p>		<p>There is limited research and evidence to suggest as to what is an appropriate mix of market/affordable housing, and that neither the Victorian Government nor <i>Greater Shepparton Affordable Housing Strategy</i> establish a maximum number of Social Housing dwellings for any single area.</p> <p>Council officers note that development will deliver a proposed 31 new dwellings (subject to design and planning) and will compromise 0.11% of all housing within Greater Shepparton, and that the proposal is situated in an area that is zoned as suitable for higher density development, is connected to existing housing in the area, must be designed to meet planning and zoning controls, and will be managed by Registered Housing Agencies that have experience and expertise in managing housing tenancies.</p>
<p>20</p>	<p>The proposal will encourage Shepparton to be a destination for homeless people from outside of Greater Shepparton and how future tenants are determined.</p>	<p>Council officers note that the rate of homelessness in Greater Shepparton is 5.6 people per 1000, which is above the Victorian state average of 4.2 people per 1000. In June 2022 there are 1,673 households in Greater Shepparton on the Victorian Housing Register. Any future tenants to the development are local people who are already part of the Shepparton community. They are already neighbours and active members of the community.</p> <p>Beyond Housing and Wintringham are Registered Housing Providers which are required to comply with performance standards and other requirements set out in the <i>Housing Act 1983 (Vic)</i>. The performance standards outline the requirement for management frameworks for social housing developments, which among things includes the screening for future tenants.</p>
<p>28, 45</p>	<p>Why surveys were being undertaken on the site during the consultation period.</p>	<p>Council officers provided permission to both Beyond Housing and Wintringham to undertake soil testing on the land. The testing was required to understand the physical properties of the soil and will inform the design of any foundations for any potential proposed structure. This is standard practice for any potential developer to undertake their own due diligence to determine the suitability of the site, and does not reflect any future decision making in relation to the possible sale of land.</p>

22, 30, 93, 102, 127, 134, 171, 178, 180, 182, 194, 269, 287, 453, 481, 489, 519, 587, 590, 594, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 617, 619, 620, 621, 623 + 623a, 640 + 640a, 689, 715, 723	Impacts of any construction activity on the land on surrounding properties.	Any impact during construction will be considered and managed as part of the planning permit process to limit off-site impacts.
1, 69	Will it jeopardise the conversion of the car park in the future to EV charging.	As part of any selling or gifting of land Council will retain ownership of the car park once the housing units have been constructed. The construction of EV charging spaces at this car park or any other Council-owned car parks are subject to a separate process.
216, 244, 333, 345, 362, 388, 395, 426, 446, 470, 589, 686,	That good management and maintenance is needed on the site in the future.	Both Beyond Housing and Wintringham are Registered Housing Associations with an extensive history of delivering similar projects and managing them once complete.  Beyond Housing maintains a property management ratio of 1:100 as opposed to private rental ratios of 1:180-200. The low ratio enables Beyond Housing to provide quality property management services to their renters and neighbourhoods they live in. Beyond Housing is able to provide support services from within the organisation or from the network of services they have partnerships with.
283, 354, 358, 397, 424	The land should be redeveloped as a multi-storey car park to meet the needs of the CBD.	Council officers are of the view that there are sufficient car spaces within the Shepparton CBD, with the redevelopment of Maude Street Mall an additional 38 parking spots close to the proposed site will be provided.  The consideration and construction of any future CBD car parks is subject to a separate process as part of the implementation of the <i>Shepparton CBD Car Parking Strategy 2020</i> .
296 + 296a, 378, 391 +	The development does not comply	The <i>Greater Shepparton Affordable Housing Strategy</i> sets the objective that Affordable

391a, 698, 737, 753 + 753a	with Council's existing policies.	<p>Housing is not to be concentrated in any on single location, and notes that clustering of Affordable Housing dwellings may be appropriate in some circumstances due to proximity to transport, retail, and essential services, and/or availability of land or sites or government redevelopment or investment strategy, or if supported by a Registered Housing Agency" reflecting the Agencies may have practical reasons for clustering and have experience to determine optimal mix and scale for any single location.</p> <p>The proposal aligns with the objectives of the <i>Shepparton CBD Strategy 2008</i> and the <i>Commercial Activity Centres Strategy 2015</i>, which both seek a more efficient use of land, higher densification of Shepparton's CBD, and to maintain the CBD as the more vibrant and active city centre to serve the region.</p>
102, 104, 127, 186, 332, 362, 376, 377, 488, 492, 523, 558, 588, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 617, 619, 620, 621, 632, 644, 647, 679	Increase in pedestrian and traffic congestion as a result of the development.	The intensification of the site will have negligible impact on traffic and pedestrian congestion. Residents in Social Housing are less likely to own a car as compared to a private rental, and due to the close proximity to the core of the CBD with retail, services and public transport.
107, 391 + 391a, 467 + 467a, 625, 639, 640 + 640a, 710	Questions the Urban Economic Benefits Assessment Report	Council has sought further comments from Ethos Urban to respond to queries raised on the <i>Greater Shepparton Social Housing Economic Benefits Assessment 2021</i> . Responses can be found in Appendix 7.1

Many submissions and verbal briefings critiqued Ethos Urban's *Greater Shepparton Social Housing Economic Benefit Assessment* report December 2021. Council has engaged Ethos Urban for additional work to update their report and to respond to queries submitters had on the report.

## 6.0 What Happens Next?

Council will consider the findings of the community consultation, in respect of the proposal before considering the potential sale of the land at the 21 June Ordinary Council Meeting.

**7.0 Appendix**

**7.1 Response from Ethos Urban Pty Ltd**

16 June 2022

Project Ref: 3220148

**RE: RESPONSE TO SUBMISSIONS – PROPOSED CAR PARK SALE**

You have requested that we provide a response to submissions in relation to the proposed sale of the Council-owned car park on the corner of Maude and Nixon Streets to facilitate:

- Retention of public car parking on the site; and
- Development of social housing above the car parking.

Specifically, you seek a response to submissions that specifically relate to the report by Ethos Urban titled *Draft Social Housing Economic Benefits Assessment* (dated 3 December 2021).

You have provided us with several submissions for which you seek a response.

The first is signed by several parties (the signatories are not disclosed) that is dated the 23 February 2022. It is understood that you regard this submission as reflective of concerns raised in submissions more broadly.

We note the footer to the submission indicates the submission is nine pages. The version I have received is six pages in length. We believe this to be an error in the footer of the submission, but we cannot be certain this is the case.

Our response to relevant matters raised in the submission is set out in the following table.

Issue	Response
The submission acknowledges the desktop, in principal report of Ethos Urban, that reached conclusions without visiting Shepparton, the neighbourhood or the site (page 1).	<p>The report is an economic report that undertook an analysis of the economic benefits associated with the project and, in particular, the economic benefits associated with the provision of social housing.</p> <p>The Project Director of the report grew up in Shepparton and knows the Shepparton very well. He knows the site and its surrounds in detail and visited the site prior to the issue of the draft report and again in early 2022.</p>
The draft report takes no consideration of the adverse economic impacts to the wider neighbourhood business community (page 1)	<p>The report undertook an analysis of the economic benefits associated with the project and, in particular, the economic benefits associated with the provision of social housing.</p> <p>It is not an economic impact assessment.</p>
The report presents as superficial regarding specifics of the location and the site configuration (page 1).	<p>The report provides high-level commentary only in relation to the site location and notes that the locational characteristics of the site support a residential development.</p> <p>Promoting higher density residential development in central business districts, including in regional cities such as Shepparton, is a key objective in both state and local planning policy.</p> <p>In this regard, the locational characteristics of the site – as well as neighbouring and nearby sites – support residential development.</p>
The reference that a site of 2,500m <sup>2</sup> is of adequate size without detailed consideration of the shape, width to length dimension and ratio and proximities to adjoining	<p>The report provides an analysis of the economic benefits associated with the provision of social housing. It does not consider matters relating to urban (or 'good') design, or</p>

Issue	Response
development and adjacent land uses fails basic urban economics and good design evaluation (page 1).	<p>adjoining development or land uses. An evaluation of these issues would be found in a planning or urban design related report.</p> <p>Notwithstanding, we broadly consider a 2,500m<sup>2</sup> site to be of adequate scale to support a multi-level development consisting of parking and approximately 30 apartments.</p>
General comments in relation to urban planning and design principles, and commentary in relation to good examples of social and affordable housing projects (page 2).	The report provides an analysis of the economic benefits associated with the provision of social housing. The consideration of matters relating to urban design was not within the scope of Ethos Urban's engagement.
Café/restaurant precinct targeted to the relatively affluent employed in the business sector and not generally towards the socio-economic cohort that might be expected to be accommodated in the social housing project (page 2/3).	We expect that future residents of the proposed social housing development would access most of their retail and commercial needs in Shepparton's CBD.
Residential activity is not a part of that dynamic (café/restaurant precinct targeted to the relatively affluent employed in the business sector) (page 3)	We consider that a strong contributor to the vibrancy and economic success of activity centres and town centres is their ability to accommodate a mix of uses including higher density forms of residential development.
The site is critical to the provision of unfettered and unencumbered access to car parking to service this growing business community and is an important site to be retained for longer term car parking expansion with multi-level car parking (page 3).	<p>Alternative uses for the site are a relevant consideration, including the potential to redevelop the site for the purposes of multi-level parking.</p> <p>We note that a number of matters raised in submissions opposed to the proposed development (relating to height, scale, shape of site etc) would be equally relevant in the event the site's future use was determined to be a multi-level car park.</p>
The cafes and hospitality within the immediate area is largely daytime focussed to serve the commercial community and is not generally focussed to support lower income households.	A range of businesses, including cafes and bakeries, are located within walking distance of the proposed site.
<p>Concerns about changing the quality, character and standards of a commercial precinct due to "a perception of having to associate with people in the street who are generally inconsistent with the type of people and their business and employment purposes for being the location" (page 4).</p> <p>Other references to the site being in a non-residential location (page 4).</p>	<p>The subject site is in the Activity Centre Zone (ACZ).</p> <p><i>A purpose of the ACZ is to encourage a mixture of uses and the intensive development of the activity centre as a focus for business, shopping, working, housing, leisure, transport and community facilities</i> (Clause 37.08 of the Greater Shepparton Planning Scheme).</p> <p><i>Schedule 1 to the ACZ seeks to attract more people to live in the Shepparton CBD as a means of providing a greater range of housing choices and supporting the vibrancy and economy of the CBD.</i></p> <p>State Planning Policy similarly promotes higher density forms of housing in central business districts.</p>
<p>Commentary concerning (pages 4-6):</p> <ul style="list-style-type: none"> <li>- Impact on ACE College</li> <li>- Creation of healthy living environments</li> <li>- Integration of social housing into the community</li> </ul>	It was not within the scope of the economic report to consider or address these matters.



### Other Submissions

Other submissions note that the analysis in the *Draft Social Housing Economic Benefits Assessment* is misleading because it does not factor in the net impacts on Shepparton specifically. For example, one submission believes the analysis should take into consideration negative economic and social impacts of the proposed social housing development based on the proposed location. Another submission is critical of the economic benefits analysis in that it does not consider the specific impact on Shepparton (ie. that if the economic benefits are as stated there will be less need for local social support services for homeless people).

Response: The report responds specifically to the brief which was to consider economic benefits associated with the provision of social housing. The report is not intended to be an economic impacts analysis, nor does it consider social impacts.

### General comments

It should be noted that the methodology employed to identify and quantify economic benefits in the economic report is generally consistent with the approach used by other urban economics consulting firms.

As Shepparton continues to grow, the nature and form of CBD development is likely to evolve. The link between land values and more intensive forms of development (including multi-level outcomes) is well established and, as the city grows and land values increase, the commercial viability of higher density forms of development will improve.

Accordingly, developments (private and/or public) of a similar scale and height to the proposed social housing project are likely to become more frequent. At a State level, the promotion of a wider mix of uses in activity centres, including higher density residential typologies, is a key objective of planning policy.

Ethos Urban  
June 2022