GREATER SHEPPARTON
Housing Strategy

# The Housing Strategy

Prepared by
David Lock Associates

In conjunction with
CAPIRE Consulting
Essential Economics
GHD



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Greater Shepparton City
Council


DAVID LOCK ASSOCIATES
URBAN DESIGN AND TOWN PLANNING

**PREFACE by Greater Shepparton City Council**


| | | |
|---|---|---|
| 1.0 | **INTRODUCTION** | 1 |
| 1.1 | The Greater Shepparton Housing Strategy | 1 |
| 1.2 | Developing the Housing Strategy | 1 |
| 1.3 | Key Policy Directions | 2 |
| 1.4 | Strategy Outcomes | 3 |
| 1.5 | Structure of Report | 3 |
| 2.0 | **KEY ISSUES AND CHALLENGES** | 5 |
| 2.1 | Planning for Growth | 5 |
| 2.2 | Acknowledging Changing Social and Demographic Trends | 7 |
| 2.3 | Respecting Greater Shepparton's Character | 8 |
| 2.4 | Addressing Housing Affordability | 8 |
| 2.5 | Strengthening the Local Economy | 10 |
| 2.6 | Responding to Climate Change | 10 |
| 2.7 | Achieving Sustainable Development | 11 |
| 3.0 | **VISION** | 12 |
| 3.1 | Vision Statement | 12 |
| 3.2 | Strategic Directions | 12 |
| 4.0 | **OBJECTIVES AND STRATEGIES** | 13 |
| A. | Ensure an Adequate Supply of Appropriate Land for Residential Development | 14 |
| B. | Improve the Quality and Performance of Residential Development | 19 |
| C. | Promote Healthy and Active Living Environments | 25 |
| D. | Achieve a Wide Choice of Affordable and Market Housing | 31 |
| E. | Promote Innovation, Leadership and Learning | 36 |
| 5.0 | **DEVELOPMENT FRAMEWORK** | 40 |
| 5.1 | Residential Development Principles | 41 |
| 5.2 | Residential Land Supply and Demand | 42 |
| 5.3 | Housing Change Areas | 45 |
| | Minimal Change Areas | 46 |
| | Incremental Change Areas | 47 |
| | Substantial Change Areas | 48 |
| 5.4 | Growth Management Plans and Housing Change Area Plans | 49 |
| 6.0 | **IMPLEMENTATION** | 80 |
| 6.1 | Governance Framework | 81 |
| 6.2 | Monitoring and Evaluation Framework | 82 |
| 6.3 | Actions and Timeframes | 85 |
| 6.3.1 | Implementation by Action Category | 86 |


**LIST OF FIGURES**


Figure 1 - Strategy Structure
Figure 2 - The Strategy Chapters
Figure 3 - How We Will Grow
Figure 4 - Our Households
Figure 5 - How We Live and Dwelling Tenure
Figure 6 - Households Under Housing Stress
Figure 7 - Land Supply Pipeline
Figure 8 - Urban Development Program Annual Activity Cycle
Figure 9 - Activity Cycle


**LIST OF TABLES**


Table 1 - Greater Shepparton Residential Land Demand by Zone Type for Greenfield Development
Table 2 - Greater Shepparton Residential Land Supply by Zone Type

# *GREATER SHEPPARTON HOUSING STRATEGY 2011*

## *Preface*

**Greater Shepparton Housing Strategy:**
The *Greater Shepparton Housing Strategy (GSHS)* was undertaken between 2007 and 2009, with the Greater Shepparton City Council adopting the strategy in 2009 to guide the future long term identification and provision of residential land within the municipality.

As a result of changes made to the strategy arising from the Amendment C93 panel report and adoption of the amendment, the Greater Shepparton City Council re-adopted the *Greater Shepparton Housing Strategy* in May 2011. This preface outlines changes made to the earlier *Greater Shepparton Housing Strategy 2009* as a result of the finalisation of Amendment C93.

The (readopted) *Greater Shepparton Housing Strategy 2011* forms the strategic basis for long term residential provision in Shepparton and outlying townships. The strategy will inform and guide decision making by landowners, the Greater Shepparton City Council, service authorities and the general community about residential land and housing needs and locations.

**Amendment C93:**
Amendment C93 was exhibited in 2010, proposing to implement the *Greater Shepparton Housing Strategy* by identifying locations for appropriate future residential development throughout the municipality. The amendment outlined strategic directions for future residential growth by including new strategic directions, amending settlement framework plans and including the *Greater Shepparton Housing Strategy* as a reference document to the Greater Shepparton Planning Scheme.

Following consideration of a panel report, the Greater Shepparton City Council adopted Amendment C93 in May 2011, adopting all changes recommended by the panel to the amendment.

**Amendment C93 panel:**
An independent panel heard submissions to Amendment C93 in January 2011, reporting to the Greater Shepparton City Council in March 2011. Key conclusions and recommendations of the panel included:

- The *Greater Shepparton Housing Strategy* forms a sound strategic basis to base future residential policy and Amendment C93 on.
- C93 is a balance between competing strategic objectives, that is the need to accommodate substantial projected population growth while protecting the economic agricultural base and managing flood risk.
- Proposed Amendment C93 can deliver residential targets (9,100 additional dwellings) by 2031.
- While generally supporting multiple development fronts, there should be some flexibility in the sequencing of development.

The panel recommended that the Greater Shepparton City Council adopt Amendment C93 subject to a series of changes, which were in the following two categories:

1. Changes to strategic directions and framework plans in the Municipal Strategic Statement.
2. Consequential changes to the *Greater Shepparton Housing Strategy*.

**Investigation areas and further strategic work:**
The GSHS has identified six (6) investigation areas where further work is required on land conditions, servicing and development potential before future zoning options can be fully assessed and determined. The six investigation areas (*1 – Kialla Paceway and Shepparton Greyhound Racing environs*, *2 – Raftery Road, Kialla*, *3 – Adams Road area, 4 – east of Doyles Road, Grahamvale, 5 – Dhurringile Road, Tatura* and *6 – Toolamba*) were all exhibited under Amendment C93, with the panel recommending an extension of areas 1, 2, 3 and 5. All investigation areas will be further assessed, in accordance with the Council's strategic work program and landowner cooperation.

In addition to identified investigation areas, some areas and sites affected by submissions to Amendment C93 are subject to other current strategic studies, which will affect the ultimate land use, zoning and development form for the land. One study is the current Industrial Strategy which, when completed, will guide future industrial uses and locations, having direct relevance to some locations such as *Investigation Area 4 – east of Doyles Road, Grahamvale*. Other current strategic studies of relevance are the Mooroopna West Corridor study (completed), the North East Growth Corridor Study (current) and South East Growth Corridor Study (current).

The South East Growth Corridor Study will consider a range of land use directions, including residential and industrial uses, in the corridor. This indication of future land use and development will include recommendations for 300 Doyles Road, a property that was subject to a submission that was considered by the panel for Amendment C93.

**Changes made to the Greater Shepparton Housing Strategy 2011:**
The changes made to the earlier 2009 version of the *Greater Shepparton Housing Strategy 2011* are:

- Mapping as recommended by the Panel Report
- Inclusion of a Preface

All these changes are documented in this preface and are to be considered to be the current Greater Shepparton City Council strategic position for the areas and issues documented. The main body of the strategy remains as the full 2009 version of the strategy.

# 1.0 Introduction

## 1.1 The Greater Shepparton Housing Strategy

The Greater Shepparton Housing Strategy (GSHS) has been prepared on behalf of the Greater Shepparton City Council. The GSHS has been initiated by the Council to provide further strategic direction regarding housing and residential development following the adoption of the Greater Shepparton 2030 Strategy Plan.

The GSHS provides a long-term, holistic vision and direction for improving housing outcomes in the municipality to the year 2031, setting clear objectives, strategies and actions. It also establishes a development framework to guide future residential development in the municipality. In doing so, it defines a framework for existing and potential future housing initiatives and programs aimed at addressing key housing issues, helping to coordinate them to achieve common housing goals.

In influencing housing delivery in the municipality, the Council will be responsible for many roles. These include acting as leader, facilitator, manager, educator and advocate. It will be Council's responsibility to monitor and review progress. Council will set up a program to ensure monitoring against adopted benchmarks. The strategies and actions will be regularly reviewed and adapted as necessary to ensure the achievement of the objectives. It is only through the Council's influence in all of these roles that significant and important changes in the housing sector can be made.

## 1.2 Developing the Housing Strategy

The GSHS has been developed through an inclusive process involving numerous stakeholders and the broader community. This process has sought to create a strategy based on community aspirations and values as well as sound, empirical evidence regarding the local housing market.

**In preparing the GSHS, a substantial body of background research has been undertaken to identify key housing issues in the municipality and provide a better understanding of people's values, aspirations and housing preferences.** The background research included both quantitative and qualitative research to provide a robust justification for developing the GSHS.

Two key documents provide background to the GSHS: the **Key Issues Paper** which summarises key housing trends at a local, State and National level as well as consultation outcomes with the community and key stakeholders; and the **Background Report** which identifies housing supply and demand and includes preliminary market research regarding the opinions, preferences, and suggestions for housing by some of Greater Shepparton's resident. The **Background Report Profile Series** provides and analyses data via a Demographic, Land Supply and Dwelling Stock Profile.

## 1.3 Key Policy Directions

In developing the GSHS, the following key policy directions have been considered:

- State Planning Policy Framework;
- Local Planning Policy Framework including the Municipal Strategic Statement (MSS)
- Greater Shepparton 2030 Strategy Plan

## 1.4 Strategy Outcomes

The GSHS aims to achieve the following outcomes:

- respond to existing and future housing needs;
- provide for growth within a consolidated and sustainable development framework;
- recognise Greater Shepparton's diverse housing settings and respect the existing character;
- provide the Council with the tools to provide leadership and manage residential development with certainty and efficiency;
- provide a degree of certainty and guidance to landowners, developers, and infrastructure providers;
- provide a basis and commonality for housing initiatives and programs: and
- enable the efficient management of the development process to the benefit of the entire community.

## 1.5 Structure of Report

The GSHS is divided into six Chapters. Following **Chapter 1.0** (this chapter), **Chapter 2.0 – Key Issues and Challenges** documents the key housing challenges present in the municipality and provides the basis for subsequent housing objectives and strategies.

**Chapter 3.0 – Vision** documents a vision for housing, identifying a preferred housing future to be achieved through the Strategy. It also identifies a series of housing aims that underpin the Council's approach to influencing and contributing to housing outcomes.

**Chapter 4.0 – Objectives and Strategies** identifies five housing objectives which represent the Council's key housing priorities. Each objective contains a series of strategies and actions that outline the way forward in achieving each objective.

**Chapter 5.0 – Development Framework** establishes a development framework for managing future residential growth and outlines the growth strategy for the municipality. This seeks to manage change within existing urban areas, while allowing for new growth in appropriate locations based on the logical and efficient extension of existing areas.

**Chapter 6.0 – Implementation** provides the strategy for implementing the recommended actions of the GSHS. It outlines the responsible authorities, timing, and priority of the housing actions so that the progressive and orderly achievement of housing objectives can be undertaken. It is identified in this chapter that the successful implementation of the strategy requires monitoring against adopted benchmarks. As with the Urban Development Program, the strategies and actions will be regularly reviewed and adapted as necessary to ensure the achievement of the objectives.

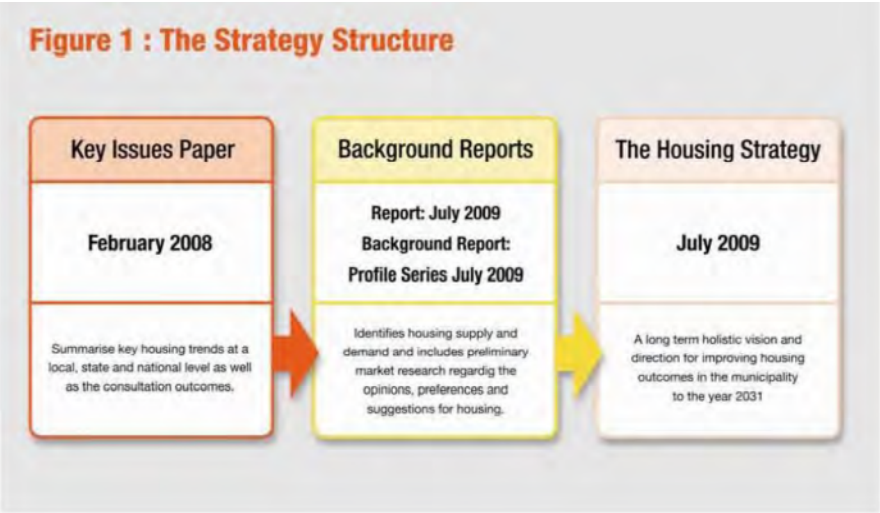
This report forms part of a suite of reports including the:

- The Key Issues Paper – February 2008;
- Background Report – July 2009; and
- Background Report: Profile Series – July 2009

The Key Issues Paper and Background Reports provide supporting data and have informed the content of Chapters 2 and 3. Subsequent Chapters identify the objectives, strategies and actions and articulate an implementation strategy. The structure and interrelationship of all of the reports that support the strategy is illustrated **in Figure 1 – Strategy Structure**. The

structure of the Strategy is illustrated in Figure 2 – The Strategy.

The GSHS is supported by a number of supplemental graphs and information boxes. The purpose of these is to help to illustrate key housing points, highlight major housing trends and facts, and provide guidance and further information on strategies, programs, and ideas that might be further explored.



# 2.0 Key Issues and Challenges

## 2.1 Planning for Growth

The population of Greater Shepparton has grown significantly in the last 10 years. This is expected to continue with the municipality forecast to grow by 19,830 people by 2031, increasing the total population from 59,235 in 2006 to 79,065. This means that every year, nearly 800 additional people will be added to the municipality.

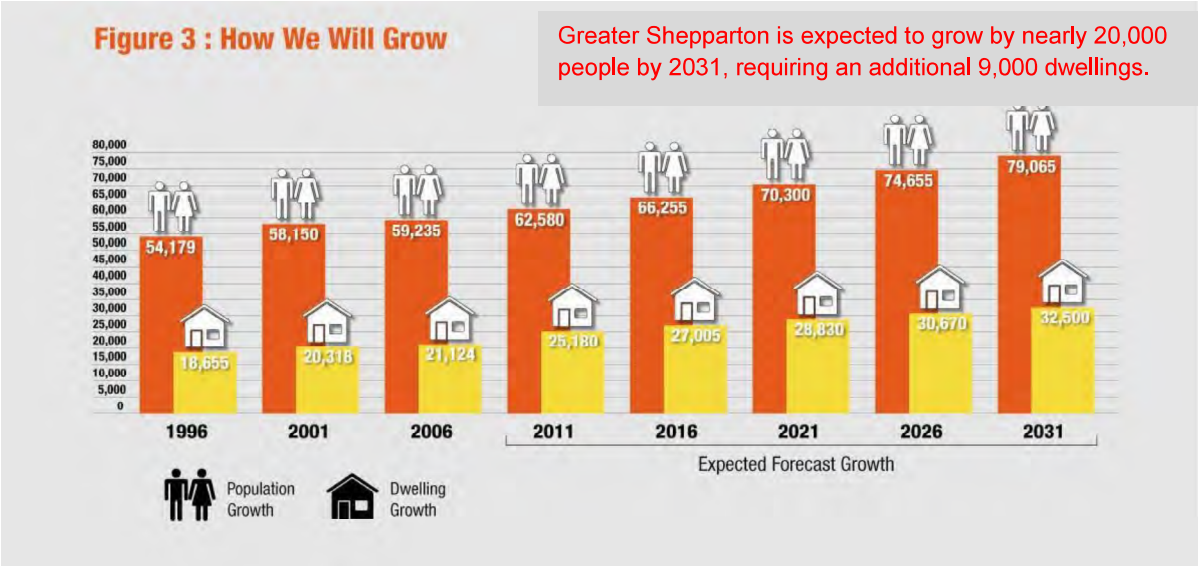
The strong population growth expected in Greater Shepparton will be driven by a number of key factors. These include overseas immigration, internal migration and projected growth in a number of economic sectors.

Overseas immigration will be a key population factor, as many immigrants locate to Greater Shepparton because of its good access to jobs and relatively affordable housing. Over the last 10 years, Greater Shepparton has experienced an increase in immigration rates, resulting in a proportional decline in the number of Australian born residents.

Another factor driving population growth is internal migration movements, which refers to a redistribution of people within the country. Net increases in internal migration rates have contributed to population growth in Greater Shepparton. While this growth has not been as strong as originally anticipated, the municipality is still expected to continue to grow steadily into the future.

The growth of regional cities such as Greater Shepparton is being experienced in other similar cities and much of it has been attributed to a phenomenon commonly referred to as the 'tree change effect'. This describes people who are relocating from metropolitan areas to more semi-rural regional cities seeking a lifestyle change.

One of the most influential factors contributing to shifts from metropolitan areas to regional centres is the relative difference in house prices. Lower house prices in regional areas have enabled many people to trade metropolitan properties for larger houses on larger allotments or



alternatively, purchase a similar house and have additional money left over.

With moderate to strong population growth expected in the future, ensuring that all residents have access to adequate and appropriate housing will be a significant challenge in Greater Shepparton. Accommodating the growing population will require an additional 9,100 dwellings by 2031. (See section 5 Background report for id growth forecasts) This means that an average of 365 new dwellings will be needed every year to meet demand.

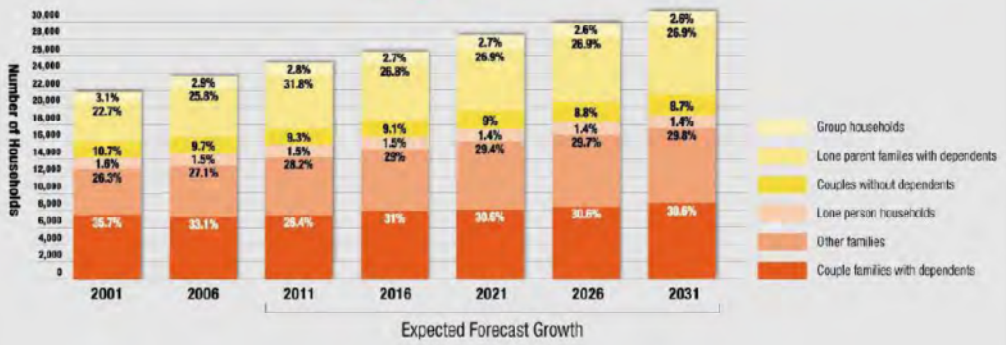
In accommodating the dwelling needs of the future, additional land for residential development will be required. While there is more than sufficient residential zoned land to accommodate conventional residential development over at least the next 10 – 20 years, opportunities for low density and rural living are much more limited. In particular, rural living areas are currently confined to only one area of the municipality on the outskirts of the urban area of Shepparton.

This is limiting the opportunities for rural living in locations where there is a predominately rural character.

To address the shortage for particular living opportunities and ensure there is an adequate supply of land to meet the housing demands of the municipality, a strategic approach to growth and growth- management will be needed.

**Figure 4 : Our Households**

*The households of Greater Shepparton will continue to change into the future, requiring a variety of dwelling types to meet changing housing needs.*



## 2.2 Acknowledging Changing Social and Demographic Trends

Demographic trends impact housing demand, influencing the type, style, location and size of the dwellings people prefer. In the past, the preference for single-family, detached dwellings in the municipality reflected the large proportion of couple family households, especially those with children, and the cultural values of the time.

Over the past ten years, the population characteristics of Greater Shepparton have changed, creating a more diverse population and contributing to the appearance of a variety of new housing types. With the demographic trends in Greater Shepparton mirroring those at the State and National levels, and expected to continue in the future, there is a need to create even more housing options to satisfy the diverse range of housing needs - informed by Background Report.

Perhaps the most influential demographic change relating to housing has been the diversification of household types. While the couple family is still by far the most significant household type and will likely remain so in the future, over the last 10 years more and more 'non-traditional' households have emerged. This includes increases in the number of lone person, group and other household types.

Along with this change has been a trend towards smaller household sizes. Both declining fertility rates and an increased number of lone person households have contributed to this trend. This is evidenced by the increased provision of smaller dwellings and other dwelling types such as townhouses and apartments in Greater Shepparton over the last 10 years. With this trend likely to continue, there will be an even stronger demand for a broad range of housing options and choice.

Another key demographic change affecting housing will be the ageing of the population. Forecasts for Greater Shepparton indicate that by 2031 some 17% of the population will be aged 65 or over. This trend towards an ageing population will impact significantly on housing demand. There will be a particular need for housing which provides security and ready access to public transport and other key facilities and services. It will also create a need for special housing types such as aged care facilities and self-care dwellings in retirement villages.

Accompanying the demographic changes in Greater Shepparton and elsewhere, changing social trends have, and will continue to, influence housing demand. While there has been a decrease in household size, there has also been a trend for larger dwelling sizes. This relates to a set of specific cultural values and is supported by increasing levels of affluence which have allowed people to afford larger dwellings.

In some cases there is a preference of people to live in semi-rural locations on large allotments in a natural setting. Conversely there is evidence to suggest that some people prefer locations which are in close proximity to a range of cultural, entertainment, recreation and civic uses. Housing in these locations tends to be smaller and provided for with a range of dwelling types.
All of the changing demographic and social trends in Greater Shepparton have created the need for a diversity of housing options. The challenge then is influencing housing delivery in the municipality to respond to a diverse set of housing needs and preferences.

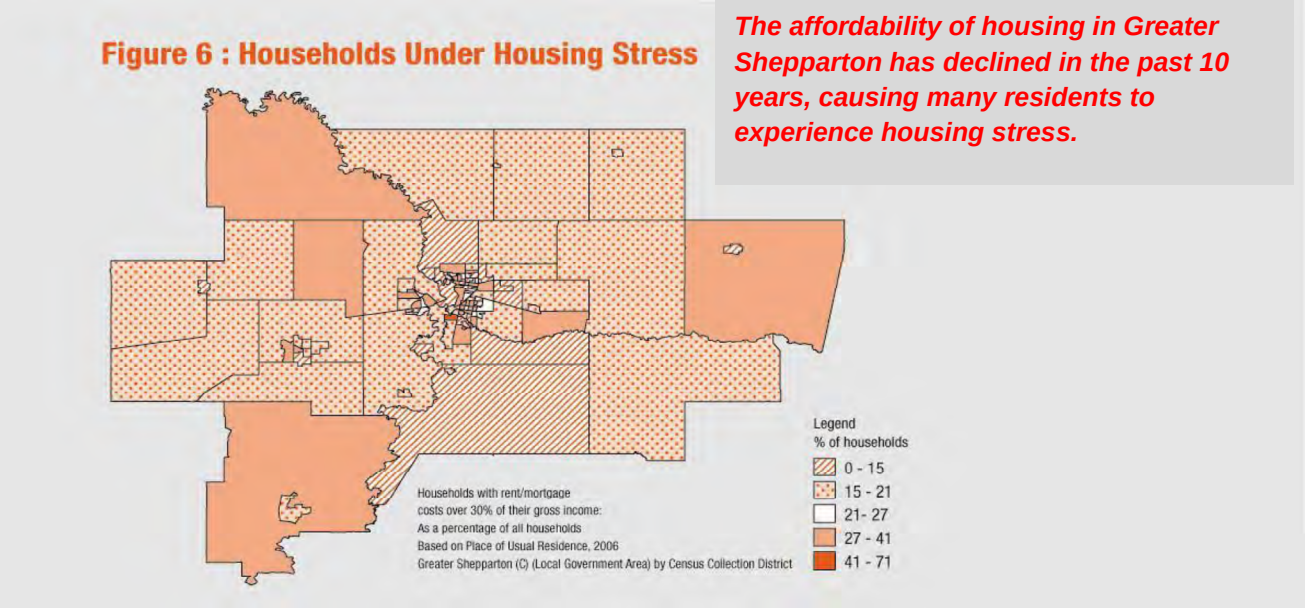
## 2.3 Respecting Greater Shepparton's Character

Greater Shepparton is comprised of a number of housing settings which provide for a variety of housing preferences and values. These range from the more urban areas of Shepparton, Mooroopna and Tatura, to the small town settings of Murchison, Merrigum, Toolamba, Katandra West, Undera, Toolamba and Dookie. Each of these settings is unique and contributes to the diversity and identity of the municipality. Rapid population growth can place significant pressure on the local community and threaten to undermine the existing character and values of an area. Protecting the character of Greater Shepparton's housing settings and heritage areas while accommodating residential growth will therefore be a critical challenge in planning for housing.

## 2.4 Addressing Housing Affordability

The increasing gap between median house value and average household incomes has restricted access to housing that is affordable. The sustained increase in house prices, coupled with variable interest rates, have made the financial ability to own or rent housing increasingly difficult for many people. This has resulted in a number of significant social and economic impacts.

As the costs of housing in terms of both ownership and rental become more expensive, an increasing proportion of household income is being committed to the cost of housing. Households which pay 30% percent or more of their weekly income for housing costs are considered to be under 'housing stress' and many communities in Greater Shepparton are feeling the pressures of the reduction in the affordability of housing.




Between 1996 and 2001, median house prices in Greater Shepparton have increased by an average of 9.3% per annum, slightly below the State average of 9.9%. When compared with the largest ten regional cities of Victoria, Greater Shepparton ranked 5th in median housing price growth. By comparison the regional city with the largest (ranked no.1) increase in median house price growth was Greater Geelong with an average increase of 12.2% p.a. Over the same time, the price of residential land increased by an average of 10.8% per annum, slightly higher than the rest of regional Victoria (10.6% p.a.). The median price for a single family home in Greater Shepparton is in excess of $237,000.

While for many people rising house prices have made it more difficult to purchase a home and delayed their entry into the property market, for others it has simply put the prospect of home ownership out of reach, even if they are earning a steady income. The emergence of this group of people, who do not qualify for public housing but cannot afford to buy a home without assistance of some kind, is increasing as housing affordability worsens.

Delays to home ownership also places significant pressure on the rental market causing the price of rental housing to increase. This has a particularly significant effect on people on low to moderate incomes who in the past may have been able to rent, but now cannot afford to do so. In turn, this has increased the number of people needing assistance, placing an increased burden on government and community housing groups.

Minimising the impacts of declining affordability on the community and ensuring that all people have access to housing that is sufficient for their housing needs but is also affordable is fundamental to creating equitable and inclusive communities. Finding ways of increasing the stock of affordable land and housing - for both ownership and rental -will be a major challenge in the future. It is worth noting that in order to address this issue the State requires 15 years of supply and 10 years of rezoned land to assist with affordability, however it is not our view that this is required at this time. This is discussed in more detail in latter sections including 4.0.and 5.2.

## 2.5 Strengthening the Local Economy

Greater Shepparton has a strong and diverse local economy which includes significant dairy, fruit and manufacturing industries. It serves as a major regional centre for the area and hosts a number of major services. Recent investment in several major projects such as the Goulburn Valley Freight and Logistics Centre, the Melbourne University Medical Surgery Centre, the Latrobe University campus and efforts to modernise agriculture through the Foodbowl Modernisation Project are serving to reinforce this role and add valuable jobs to the area.

Housing is a fundamental component of the local economy providing accommodation for the labour force. The anticipated population growth for the municipality will contribute to local economic growth in the future, and the development and building of new housing is essential in creating significant economic benefits.

Given the significance of Greater Shepparton's fruit growing and processing industry, there is a need for access to unskilled labour. These workers, many of which are itinerant in nature, require housing that is affordable and meets their unique housing needs. Providing this housing is critical to the commercial viability of these industries.

Globally, the economic environment has experienced rapid change over the last few decades where an economy based on innovation and knowledge has emerged. To become economically competitive under this new model, places must become successful in attracting higher order job opportunities. Businesses are increasingly relocating to places with good access to highly skilled labour markets. This has partly influenced the role that housing plays in the local economy.

While previously housing has generally been considered secondary to the economy, it is increasingly becoming an important attractor of business investment in its own right. Skilled workers are increasingly attracted to locations that offer high quality living environments which provide a wide range of cultural, entertainment, retail, recreation and other opportunities. The availability, quality and provision of housing that is affordable is therefore a key influence in the decision making of people when deciding to relocate to an area.

Many cities have recognised this and are actively seeking to improve the quality and performance of their housing and neighbourhoods. If Greater Shepparton is to attract skilled workers and higher order jobs to the area in the long term, it will also need to heavily influence the attractiveness and liveability of its living environments.

## 2.6 Responding to Climate Change

There is increasing evidence that long-term climate change is being driven by human contributions to the levels of carbon and other greenhouse gases present in the atmosphere. As a result, it is speculated that global weather patterns will be altered and more prolonged and intense weather events will occur. These changes will likely cause significant impacts on the way in which we live and may affect our quality of life in the future.

The built environment, of which housing is a substantial component, is one of the major contributors to greenhouse gas emissions. This is exacerbated by the depletion of the natural environment to accommodate new urban development which, amongst other things, has the effect of reducing its ability to absorb greenhouse gases.

Construction of the built environment requires huge amounts of energy, not to mention the energy consumption associated with the transport networks it supports and is supported by. In

the Australian context, these transport networks have been based around dispersed land use patterns creating large, unsustainable travel distances.

The local implications of long-term climate change can be expected to create significant impacts. Recent experiences in the Goulburn's Valley region's climate have produced severe drought and has raised significant challenges for both the natural and economic environment of the area. The availability of water, and more sustained and worsening periods of drought in the future could threaten the long-term success of the local economy and stifle housing demand in the area.

In responding to the threat of long-term climate change, there are two types of strategies that can be employed for housing: mitigation strategies (those that attempt to minimise its severity change by reducing emissions), and adaptation strategies (those that respond to its impacts by creating more robust housing and infrastructure). Policy response should seek a combination of both types of strategies to manage and adapt to the impacts of climate change in Greater Shepparton.

## 2.7 Achieving Sustainable Development

The need to achieve sustainable development in Greater Shepparton is perhaps the biggest challenge facing the municipality. In responding to this challenge residential development will achieve ecological sustainability, while at the same fulfil the aims of increasing social equity and fostering economic development.

Residential development can create significant pressure on the natural environment, causing a number of impacts relating to land, energy, water and waste. The cumulative impacts of these can cause severe and sometimes irreversible damage to local ecosystems, and reduce the ability of the natural environment to support human and non-human activity.

Residential development consumes significant amounts of land which often causes significant habitat destruction or severs important habitat links, contributing to a decline in local biodiversity and impacting the ability of the natural environment to provide valuable ecological services important to sustaining human life.

Housing has a significant impact on water resources and can damage the health of water catchments and affect natural hydrological processes. In addition, the high levels of hard surfaces can concentrate stormwater runoff and their impacts into single-point locations and threaten riverine and marine ecosystems. Water consumption associated with residential uses is also very significant, and has the potential to reduce water resources to insufficient levels to support both human and non-human activity.

In the face of strong growth conditions, there will be substantial development pressures, especially for residential development that represents the status-quo and falls short of achieving sustainable development. Finding practical but effective solutions to raising the environmental standards of housing and neighbourhood design will be necessary to ensure that our housing needs cannot only be met in the present, but also into the future.

# 3.0 Vision

## 3.1 Vision Statement

The following vision for the future of housing in Greater Shepparton has been developed:

*Housing development in the City of Greater Shepparton will be more than just dwelling construction but will be about creating the building blocks of sustainable communities.*

*The residential areas of Greater Shepparton will be pleasant and attractive places to live and play, socially inclusive, promote the health and well-being of its residents, and provide for a range of housing needs and preferences.*

*At the same time residential growth will be effectively managed to reduce its impacts on the natural environment and lead to benefits for the entire community whilst protecting the character of Greater Shepparton and its various housing settings.*

## 3.2 Strategic Directions

In developing the GSHS, a number of strategic directions have been identified. These have been informed by, amongst other things, the Greater Shepparton 2030 Strategy Plan which includes a number of sustainability principles. These directions serve to outline Council's approach to developing policy and delivering housing in the municipality.

The strategic directions of the GSHS are to:

- minimise the impacts of housing on the natural environment;
- manage development outcomes and change to the benefit of the entire community;
- locate residential development in locations appropriate to its intended use;
- create sustainable living environments which conserve land and energy and are integrated with existing urban networks and systems;
- promote social equity and safety for all citizens in residential areas;
- ensure housing and residential areas contribute to the health and well-being of its citizens;
- provide a diversity of housing options which become long-term assets to their neighbourhood; and
- ensure housing contributes to the public spaces and streetscapes it defines.

# 4.0 Objectives and Strategies

In realising the vision of the GSHS a number of key housing objectives have been identified. These objectives represent the housing priorities of the Greater Shepparton City Council.

The five broad housing objectives of the GSHS are to:

**A Ensure an Adequate Supply of Appropriate Land for Residential Development**

**B Improve the Quality and Performance of Future Residential Development.**

**C Promote Active and Healthy Living Environments**

**D Achieve a Wide Choice of Affordable and Market Housing**

**E Promote Leadership, Innovation and Learning**

The following chapter elaborates on these objectives. For each objective there are a number of strategies and actions that will contribute to their achievement. As many of the strategies relate to each other, they have been cross-referenced, contributing to a more holistic and integrated strategy.

The actions are grouped in three categories:

1. **Immediate Actions** – Actions to Implement immediately;
2. **Process and Policy Development Actions** – Actions that require development of processes or policy such as - prepare, identify or work on matters; and
3. **Investigation Actions** – Actions that require Investigation

As previously noted a successful implementation of the strategy requires monitoring against adopted benchmarks. As with the Urban Development Program the strategies and actions will be regularly reviewed and adapted as necessary to ensure the achievement of the objectives. This 'monitoring and evaluation framework' is identified in **Chapter 6.0 – Implementation**.

# A Ensure an Adequate Supply of Appropriate Land for Residential Development

Greater Shepparton City Council is committed to providing room to grow into the future within a consolidated and sustainable development framework. Residential development in Greater Shepparton will continue to occur in the major growth corridors of Shepparton and Mooroopna as well as in appropriate locations within existing residential areas.

As the population and dwelling needs of the municipality continue to grow, there will be a need for additional land for new residential development. This land will be provided for in the most appropriate locations across the municipality and planned for in a way that takes a holistic and considered approach to urban development.

Designating appropriate land for future residential growth will help establish the long-term future direction for growing Greater Shepparton and provide certainty to infrastructure providers and the development sector. In setting this direction, the Council will also be able to anticipate planning processes and needs, allowing residential land to become available sooner and assisting in streamlining the development process. This can help reduce the holding costs of land and contribute to improved affordability.

The strategy is based on using as a guide/trigger the need for 10 years of land supply and 5 years of zoned land being available. We acknowledge that this is different-appropriate for Shepparton due to growth rates- from the State standards of 15 years of supply and 10 years of zoned land.

# Ensure an Adequate Supply of Appropriate Land for Residential Development Strategies

### A.S1 Identify locations appropriate for future residential development

A major aim of the GSHS is to ensure that land for future residential development is provided for in appropriate locations for the type of development that will occur. To help determine these areas, a number of selection criteria have been developed. These include:

- type of proposed residential development;
- proximity to existing developed areas;
- proximity and access to urban services and amenities;
- potential impact on the natural environment;
- potential interface issues;
- physical constraints on the land; and
- ability to efficiently service anticipated development.

Land appropriate for residential development has been identified in a series of Growth Management Plans which provide guidance as to the location, type, and sequencing of new residential areas. It is also expected that new residential development will occur in existing neighbourhoods, which have been classified into a number of Housing Change Areas to help manage the type, scale and intensity of development in established residential areas. Further detail of the Growth Management Plans and Housing Change Areas can be found in Chapter 5.0.

**Figure 7 : Land Supply Pipeline**

Making land available for housing can take as much as 7 to 10 years. Finding ways to speed this process up along all facets of the supply pipeline will help respond to changes in demand and pass savings on to housing consumers (figure adapted from SGS Planning and Economics).

**A.S2 Ensure adequate land is zoned and available for development** Once land is designated for future residential development, it must be rezoned before development commences. Prior to the rezoning of land, the Council should have undertaken or facilitated the necessary planning of the future residential land to ensure that development proceeds in accordance with the directions and objectives of relevant local and State policy.

The Council should recognise that the rezoning process takes time and must seek to anticipate planning requirements to open new residential land where and when it is needed. Given the uncertainty of future housing demand and land-uptake rates, the Council will need to provide a degree of flexibility in rezoning residential land to respond to changing circumstances. The rezoning of residential land can be used as a planning tool to control and support the growth of Greater Shepparton in accordance with the vision, strategic directions, and sustainability and residential development principles of the GSHS. . It is worth noting that in order to address this issue the State requires 15 years of supply and 10 years of rezoned land to assist with affordability, however it is not our view that this is required at this time. This is discussed in more detail in section 5.2.

**A.S3 Achieve effective integrated neighbourhood planning and infrastructure delivery**

Preparing land for future residential development requires an integrated approach to planning. As there are numerous departments and agencies responsible for planning for community needs, effective coordination will be required to ensure these needs are met in residential areas. Ways to strategically identify community needs and requirements across all departments and agencies and include them into the strategic planning of new residential areas should be investigated.

Infrastructure authorities play a critical role in residential development, and securing the land supply into the future is dependent on providing servicing infrastructure where and when it is needed. Co-ordinating strategic and infrastructure planning processes will help infrastructure needs to be delivered at the same time, or even prior to the development of land for housing.

In accordance with the MSS, all development plans should be accompanied by an approved Development Contributions Plan (DCP) or an alternative such as a Negotiated Pre-Development Agreement. DCPs or alternatives should be used to cover or contribute to the costs associated with development, and adequate eligible community infrastructure. Such Community Infrastructure includes community centres for children's services and recreation spaces. Co-operative and coordinated planning needs to occur with State Government Departments to ensure services and facilities that they are responsible for, such as schools are co-located and integrated with Council services, to enable sharing of resources and easy access for users. Alternative funding sources might be required and sought for Community Infrastructure items to ensure that the quality of the built environment achieves the highest possible standards.

**A.S4 Improve supply-side efficiencies**

Providing a sufficient supply of residential land is a key part of successfully managing the residential development process. Improving the speed and responsiveness of which supply is planned for and released can create benefits down the land supply pipeline for both house builders and consumers. Releasing land efficiently can help contribute to improving affordability by reducing delays in the development process which threaten to constrict housing supply.

The Council should seek to anticipate planning requirements and needs and undertake the strategic planning processes for residential development as far ahead of time as possible to

expedite the land release process. There is caution required in this approach however, as planning circumstances may change significantly in the future. Nonetheless, a majority of the broad strategic work can commence, while the development details can be worked out at a later time.

Improving the monitoring of supply conditions will allow the Council to better respond to changing demand conditions and allow the land release process to commence when necessary. Setting 'supply triggers' can help indicate when the land supply is running low and allow the required planning and design processes to commence. A Monitoring and Evaluation Framework is outlined in section 6 and this would provide for ongoing processes that ensure a five year supply based on existing land up-take rates is maintained. This framework will also inform the timing of when the Council initiates the rezoning of additional land to maintain a five years supply.

To do this, improved monitoring of the land supply conditions along with annual updated demand trends is needed to improve the Council's ability to respond to future housing need. The Council should improve the monitoring of key housing supply and demand indicators to ensure an adequate supply of residential land and help inform the Council when it is time to begin to commence the planning of new development areas. It will be Council's responsibility to establish and co-ordinate the Monitoring and review progress. As previously stated Council will set up a program to ensure monitoring against adopted benchmarks. Also developers and the community will need to have input. Key indicators include average lot size and dwelling size, dwelling type, land-take-up rates and available land supply. Systems which tie permit application data into a GIS database allow for real-time updates and can provide a good way of analysing and understanding housing trends.

Improving the efficiency of assessing residential development applications can also improve the delivery of housing supply. Finding ways to streamline the development application system, turn around permit applications quickly, and reduce development application requirements can help to contribute to this.

# Ensure an Adequate Supply of Appropriate Land for Residential Development Actions

**Immediate Actions**

A.A1 Adopt the proposed GSHS Change Area Plans via a Planning Scheme Amendment as guidelines for housing development.

A.A2 Replace the existing framework plans in the Planning Scheme via a Planning Scheme Amendment with new plans showing areas for future residential development based on the GSHS Growth Management Plans.

A.A3 Facilitate rezoning of land in accordance with the Growth Management Plans when appropriate.

**Process and Policy Development Actions**

A.A4 Facilitate and/or prepare Outline Development Plans and Development Contribution Plans or equivalent for significant expansion areas to ensure that the strategies of the GSHS are implemented.

A.A5 Identify key indicators for monitoring housing trends including development of linkages between the permit approval system and the GIS database to facilitate the collation of permit data for monitoring of key housing trends.

A.A6 Identify 'supply triggers' for development based on land take-up rates that indicate when the identification and planning of new land should commence.

A.A7 Identify opportunities to integrate the identification of community needs into the strategic planning process.

A.A8 Work with infrastructure providers to ensure that servicing infrastructure requirements are incorporated into their planning processes.

**Investigation Actions**

A.A9 Investigate variations to Rescode to reflect Housing Change Areas.

A.A10 Investigate opportunities for the continued improvement of the residential development assessment process.

A.A11 Investigate different Zone options for implementation in growth areas.

# B Improve the Quality and Performance of Residential Development

Residential development and housing can place significant pressures on the natural environment. These can lead to irreversible impacts on the quality of life of our residents.

Some of these impacts include:

- contributions to habitat destruction and fragmentation leading to a decline in local biodiversity;
- significant greenhouse gas emissions and air pollution associated with energy use and transport;
- increased water consumption and degradation of natural water systems; and
- depletion of natural resources.

Minimising the impacts of residential development on the natural environment is at the core of achieving development outcomes which recognise the limits of the natural environment to accommodate and sustain human activity now and into the future. In order to do this, we must simultaneously address the social disadvantage of the municipality, and create opportunities for economic security and growth for its residents. This will require a number of related and linked policies and strategies working together to achieve common goals.

The future quality of our neighbourhoods will depend on how successful we are in working towards the key objectives of environmental sustainability, social justice and economic development. Housing is a basic need of every human being and will play an important role in contributing to the achievement of these goals. The GSHS therefore seeks to improve the quality and performance of our housing and neighbourhoods through improved planning and design practices which contribute to making Greater Shepparton a better place.

# Improve the Quality and Performance of Residential Development Strategies

### B.S1 Minimise the impacts of housing on the natural environment

New residential areas should be planned to retain as much of the existing vegetation as possible to minimise its impact on the existing ecology. This will also help create a sense of identity in new residential areas, as vegetation such as mature trees will not need to be regrown. Neighbourhood design should seek to link areas of important remnant vegetation, and any new vegetation should reflect the character of the natural vegetation community. Crossings of significant vegetation areas with road or pedestrian links should be minimised and designed in a way that minimises any potential adverse impacts.

In Greater Shepparton's lower density areas, the retention of existing vegetation should be encouraged. This will help keep habitat areas intact, and also contribute to the 'leafy' character of these areas, making them more attractive to residents who prefer this lifestyle choice.

Greater Shepparton has numerous natural watercourses, and these riparian corridors should be preserved and enhanced where they run through neighbourhoods. Where possible, these areas should be planned to connect with other habitat areas such as wetlands and other catchments to provide for ecological connectivity. Efforts to restore and rehabilitate these areas using indigenous species should be made to improve their ecological health and attractiveness.

Where riparian corridors are used for passive recreation, these areas should be integrated into the open space network, and access to the watercourses should not compromise the ecological integrity of the corridor. Additionally, any roads or pedestrian provision adjacent to these corridors should not impact on their functioning. Where appropriate, housing should front onto these areas to increase the level of natural surveillance and create an amenity value for the residents.

*Related Strategies: B3, B4, C2, C3, C4*

### B.S2 Encourage Water Sensitive Urban Design in neighbourhood design

Given the importance and increasing scarcity of water resources, neighbourhood design should employ Water Sensitive Urban Design (WSUD) measures to help protect and manage valuable water resources and minimise the impact of run-off / unused water on the natural environment. WSUD can help protect and enhance natural water systems, reuse stormwater to reduce excess water consumption, decrease the peak of stormwater on natural water systems, and add long-term value while minimising development costs.

The Council in conjunction with relevant infrastructure providers should continue to investigate opportunities and the feasibility of incorporating WSUD into neighbourhood design to effectively manage stormwater in an environmentally friendly way, in accordance with the Infrastructure Design Manual. Stormwater management strategies should be based on WSUD principles and the Infrastructure Design Manual and seek to protect and enhance existing waterways and riparian corridors.

Generally speaking, the treatment of stormwater should be managed on a precinct basis and avoid 'end of pipe' solutions. Strategies to reuse, retain and detain stormwater should be explored to reduce hydrological flows on receiving waterways and stormwater should not be discharged into areas that have significant ecological values to protect these areas. Given the scarcity of potable water, serious consideration should be given to strategies that recycle waste water which can be reused for irrigation purposes such as public open space.

Stormwater management infrastructure should be integrated into neighbourhood design. Planned road corridors and open spaces provide good opportunities to integrate stormwater management areas, and should be provided in a way that adds landscape and aesthetic character to the area in accordance with the Infrastructure Design Manual.

*Related Strategies: C2*

### Assessing the Environmental Performance of Housing

Buildings are a major source of both $CO^2$ emissions and water use in Australia. With the growing concerns of climate change and water scarcity, the ability to assess the impact of new buildings is becoming increasingly important. As a result there are now tools being developed that are marketed at individuals and governments wishing to enforce or just rank environmental standards in building and design. The use of such tools is often referred to as 'eco-rating'.

Systems such as BASIX and STEPS help ensure housing moves towards reduced energy and water consumption by setting clear and measurable targets which allow for a minimum performance rating to be identified. Ensuring all new housing complies with these ratings systems can drastically minimize the environmental impacts of the housing sector. These tools are becoming more commonplace, as pressure mounts on development to meet housing sustainability standards, and many local governments are looking to these tools to keep ahead.

Ensuring that all new housing meets a high standard of environmental performance can be facilitated by the use of a number of assessment tools that measure the 'sustainability' of housing.

## B.S3 Improve the design standard of housing

Promoting a high standard of housing design contributes to creating places that are aesthetically appealing and attractive.

These places can help to foster community pride, as well as attract people to move to the area, helping to stimulate local investment. In helping to support the local economy, the creation of housing with high design standards can help to entice skilled workers to the municipality as these people are increasingly attracted to places offering attractive living environments. This in turn can help facilitate the creation of higher-order job opportunities, helping to diversify and strengthen the local economy.

The Council should encourage improved design standards by developing guidelines for housing design which establish minimum design requirements for all homes. These guidelines should not be too prescriptive to allow for choice, but should generally seek to avoid major negative design elements. They should also incorporate principles of design safety where appropriate.

In developing design guidance for housing, an intense focus on the environmental performance of housing should be included. Guidelines should serve to support the provision of environmentally friendly technologies such as rainwater tanks and solar panels. A rating system that can be used to assess the environmental performance of housing should also be considered as a way to ensure a minimum

*Related Strategies: A1, A3, B4, C2, C3*

**B.S4 Achieve integrated transport / land use planning of neighbourhoods**

It is increasingly recognised that land use patterns and transport systems are inextricably linked to each other. Integrating land use and transport planning and decision making can therefore lead to better and more effective planning outcomes. Finding ways to achieve this will ensure a more holistic view of urban ecology and infrastructure and help create more liveable and attractive places.

Instead of creating driveable, dispersed forms of development, land use and transport planning efforts should concentrate on creating walkable, compact forms. Planning mixed-use living environments which provide for a range of local uses such as schools, shops, jobs, recreation and entertainment opportunities within residential areas will help allow people to meet their needs locally through a number of transport options. These nonresidential uses should be planned in neighbourhoods at a sufficient density and diversity to allow for a significant portion of trips to be made locally.

Transport planning should focus on providing for a range of transport modes including walking, cycling, public transport and car, with a priority being given to pedestrians to improve the walkability of neighbourhoods. Public transport can be made more attractive by integrating transit stops and interchanges into neighbourhood design, and focusing key facilities and services around these areas. Passenger waiting areas should not intrude or disrupt pedestrian circulation on footpaths.

The preparation of Integrated Transport Plans for major residential subdivisions can help to ensure that all transport modes are considered in the planning of new development.

In Greater Shepparton's smaller towns and neighbourhoods, creating compact, mixed-use forms of development may not be as viable given their low densities. However, these areas can still be integrated with a mix of uses and the increased provision of public transport can improve accessibility by strengthening links between these outlying areas and major trip destinations.

*Related Strategies: A3, C3, D2*

**B.S5 Enhance physical access of neighbourhoods**

The level of accessibility to and from a place influences people's ability to reach the amenities, services and facilities essential to day to day life. This is affected by the physical connections of a place including the roads, pedestrian and cycle paths and their qualities. Also, the type of transport facilitated by these physical connections affects accessibility, as some modes of transport are inherently more accessible than others. The car for instance is accessible to only those who are old enough, fit enough and can afford to drive, while walking is generally accessible to anyone without a physical disability.

Mandating a minimum level of connectivity for the transport network, can help ensure an acceptable level of accessibility. It will also help ensure that residential areas are integrated together, and that they don't prejudice future extensions as is the case in many of Greater Shepparton's existing areas.

A system to measure accessibility should be implemented and a minimum, quantifiable standard of connectivity should be established for new residential development. This should

include a maximum distance between external connections to ensure the area is connected with surrounding development.

The road network directly influences the walkability of the area. In 2006 the State Government introduced new provisions into the Planning Scheme to promote sustainable neighbourhoods designed to support local people walking locally. In this strategy a walkability range of 800 metres is suggested. One example of this is the Walkability Toolkit developed to respond to Clause 56 of the City of Greater Geelong Planning Scheme. This toolkit could be utilised in Shepparton. The Clause 56 Walkability Toolkit has been designed to:

- To promote walkable neighbourhoods.
- To promote quality walking environments.
- Support developers thinking about walkability in subdivision planning. Support planners assessing walkability in applications for subdivision.

All new roads should require dual-sided footpaths and major roads should require designated bicycle lanes, as detailed in the Infrastructure Design Manual. This will help improve the ability of people to meet their transport needs by forms of transport other than the car and create a more equitable transport network. Where courts are present in the road network, pedestrian links should be established through court heads to ensure they do not act as barriers to movements, provided that they can be designed to create a safe and secure environment.

As other factors such as the quality, safety, and directness of transport routes affect people's decision to use different modes of transport, ways of improving existing and future transport networks and infrastructure should be investigated. The currently funded Community Transport Program also provides an opportunity for researching and developing new transport models which can be trialled and demonstrate community benefit. These improvements should generally focus on providing priority for walking and cycling to encourage these more socially equitable and environmentally friendly transport modes.

*Related Strategies: C3, D2*

# Improve the Quality and Performance of Residential Development Actions

**Immediate Actions**

B.A1 Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – being the protection of the natural environment; achieving water sensitive urban design; improved housing design standards; integration of transport; and increased connectivity.

**Process and Policy Development Actions**

B.A4 Develop and integrate into the planning process a connectivity assessment tool such as a Connectivity Index to require a minimum level of connectivity in all residential neighbourhoods.

B.A5 Identify opportunities and develop guidelines that provide for the coordination of land use planning and transport including: a) road building standards that allow access and sufficient room for the turning and manoeuvring of buses b) bus stops that are strategically and safely located to provide convenient access to the most amount of people, and c) encouragement of a range of transport modes. This should utlise DOT guidelines, the Infrastructure Design Manual and other relevant resources.

B.A6 Investigate appropriate guidelines for developments prone Develop local policy that restricts inappropriate development within, and immediately surrounding areas which are liable to flooding.

**Investigation Actions**

B.A9 Investigate options for reusing and treating water in new developments to minimise water consumption and the impacts of runoff. This should be done in conjunction with infrastructure authorities.

B.A10 Identify opportunities to coordinate land use planning with transport planning measures.

B.A11 Investigate means through which housing design could be influenced to achieve improved standards of ecologically sustainable development.

B.A12 Investigate the introduction a minimum environmental performance rating for all new dwellings as measured by an adopted rating tool.

# C Promote Healthy and Active Living Environments

Improving the health and wellbeing of the residents of Greater Shepparton is extremely important and is a high priority of the Council. The link between the built environment, public health and wellbeing is well documented and housing and neighbourhoods play an important role in influencing health outcomes in cities and towns.

The rising incidence of preventable diseases such as obesity and chronic heart disease is evidence of our increasingly sedentary lifestyles and lack of physical exercise. In the future, our housing and neighbourhoods will be planned and designed in ways that encourage healthy and active lifestyles for all people, to create the physical and mental health benefits so crucial to leading long and happy lives. This is documented in Council Municipal Health Plan. The Health Plan identifies the public health needs of the community, and strategies aimed at promoting health and wellbeing, preventing disease and prolonging life.

Through better planning and design practices the safety of neighbourhoods for ourselves and our children will be improved to reduce many accidental injuries and the incidence and fear of crime so that residents have the opportunity to lead the healthiest life possible to them.

Our future neighbourhoods will incorporate the necessary spaces and uses that contribute to encourage people to lead active lifestyles. Improvements to the quality, useability, and convenience of our open spaces, natural environments, walking and cycling networks will help promote physical activity and the physical and mental health benefits associated with it.

There is a need to link and coordinate these strategies with a number of other planning activities the Council has responsibility for such as:

- the public health plan
- community safety planning
- recreation and open space planning and strategies
- community and general transport planning and programs
- walking path and bicycle path planning.
- infrastructure design manual
- aged persons planning
- early childhood planning and the
- environmental sustainability

# Promote Healthy and Active Living Environments Strategies

### C.S1 Improve the safety of neighbourhoods

Safety is an important issue for many residents of Greater Shepparton and is an important contributor to people's health and wellbeing. Being and feeling safe in the built environment has a profound impact on people's physical and mental health and influences their perceptions of place and decision to live or invest in residential areas.

Issues of community safety encompass both the incidence of accidental and intentional injury. Accidental injury can result from poorly designed or constructed physical environments while intentional injury is often associated with crime. People's perceptions of safety whether they are accurate or not, can have profound psychological effects and impact people's mental health.

The design of neighbourhoods should seek to improve safety conditions by reducing the risk of accidental and intentional injury. This should be achieved by establishing safety design guidelines for neighbourhood design which include principles based on Crime Prevention through Environmental Design (CPTED).

Consideration should also be given to creating environments conducive to the needs of children and the aged, allowing them to engage and interact with their surroundings in a safe and meaningful way. Giving priority to active modes of transport over the car will also help reduce the accidental injury of children and the aged in the built environment. In existing residential areas, safety audits which work with the community such as through the Community Safety Officer at Council and the local police to identify 'safety hotspots' should be conducted and appropriate solutions should be investigated.

Community Safety focuses on enhancing the awareness and capacity of residents, businesses and visitors to act, live and work safely, employing a range of information, education and community development approaches.

The Community Safety Officer develops Community Safety Plans and implements programs and initiatives that enhance the perception of safety and wellbeing in Greater Shepparton.

The Greater Shepparton Community Safety Committee is dedicated to the improvement of community safety across the Greater Shepparton region. It is an exciting time as the Council works towards obtaining accreditation under the World Health Organisations Safer Cities accreditation program.

*Related Strategies: B5, D2*

### C.S2 Integrate neighbourhoods with quality, useable open/natural spaces

Providing adequate open space is fundamental to improving the health and wellbeing of the municipality. These areas, whether they are parks, recreation facilities, or natural areas provide people the opportunity to participate in physical activity, as well as engage with the natural environment, which provides a number of physical and mental health benefits.

A variety of open spaces should be integrated into new neighbourhoods, ensuring that as many

of the recreational needs of the residents are being met locally as possible. To encourage people to use these areas, open space should be conveniently located and be accessible by a variety of transport options, especially walking and cycling. Additionally, these areas should be designed to be high quality and safe, and design guidelines should be prepared to help ensure safety and a high standard of natural and landscaped environments are provided in neighbourhoods.

Open space can take a number of forms and should be thought of as multi-functional spaces and corridors. Opportunities for utilising these areas for uses other than recreation such as community food production, rainwater harvesting and reuse, and creating educative landscapes to inform the community about the natural environment should be investigated to make the most efficient and best use of land. Areas around natural waterways are often ideal for open space and should be protected, with recreation uses being incorporated to enhance riparian values. These areas can also be used to link significant habitat areas, and consideration should be given to the local biodiversity in their planning.

*Related Strategies: A1, B1, B2, C1, C4*

**C.S3 Encourage active transport modes**

In addition to providing adequate recreation and nature space, physical activity can be further encouraged by supporting active forms of transport. These importantly include walking and cycling, but also public transport, as most trips by public transport begin and end with a walking trip. Encouraging people to meet their transport needs through active transport will facilitate physical activity and create both physical and mental health benefits.

To encourage active transport, the provision, quality, safety and attractiveness of infrastructure such as footpaths, cycle paths and public transport stops should be enhanced. Neighbourhood design and transport planning should seek to provide adequate access to pedestrians and cyclists, afford them priority over other forms of transport, and seek to create a network of active transport infrastructure to make walking and cycling safer and more attractive and convenient.

Strategic opportunities to enhance existing active transport infrastructure should be identified and a program for implementing them should be developed. This should be done in the context of any existing or future open space, bicycle, land use and other planning strategies. In new residential neighbourhoods, the construction of all new roads should include dual-sided footpaths, and all major roads should include a designated cycle lane. All work should inform and be integrated with Council's transport and engineering planning.

*Related Strategies: B4, B5, D2*

**C.S4 Encourage space for local, fresh food production**

Leading a healthy lifestyle requires not only physical exercise, but also a diet rich in a variety of fresh, nutritious foods. However, many people are limited in accessing this food for a number of reasons relating to their physical environments, financial resources, or food knowledge. These factors impact on the ability for people to secure fresh and nutritious foods and therefore their ability to lead healthy lifestyles.

Influences at the national and even global level also have implications for food security. As the prospect of climate change threatens to deliver longer and more severe droughts, the ability for places to sustain the required levels of food production will be diminished. Further to this, the peak of oil production will likely have severe implications on the price of food, which is

inextricably linked to the price of oil in our globalised food

Issues of food security are not experienced equally across socio-economic divisions. Generally, people who are disadvantaged are particularly vulnerable to food issues as they often lack the financial resources to purchase fresh, healthy food, live in poor physical environments which provide few opportunities to buy fresh foods, or have inadequate knowledge regarding nutrition and food preparation. Addressing food security issues is therefore about creating equitable communities.

Residential areas and housing can play an important role in improving access to fresh and healthy food and enhancing food security. As one of Australia's major food production areas, Greater Shepparton is in a unique position to capitalise on the concept of community food production: growing food locally for local residents. Some of the benefits associated with local food production include:

- Increasing local availability of fresh, healthy foods;
- Contributing to a sense of community and identity;
- Educating people about food production and preparation;
- Creating economic benefits from growing, selling and trading surplus food;
- Increasing resilience to external food price fluctuations; and
- Improving the aesthetic of the area through food that contributes to the landscape value of the neighbourhood.

Neighbourhood design should include space for local food production and distribution. Spaces for community gardens, market gardens stalls, food preparation and demonstration centres, and edible landscaping that is visually appealing and also educative are just some of the uses that can be incorporated into residential areas. Guidelines should be prepared to ensure places are appropriately located, minimise conflicts between uses, and create quality, useable spaces. Also, ways to facilitate local food production into housing should be explored. This may include modifying Rescode provisions to provide for larger backyards for gardening and rooftop gardening in appropriate places.

### Promoting Community Food Production

Neighborhoods are prime areas to incorporate spaces for local food production. Opportunities for 'urban agriculture' should be considered to enhance the access of local fresh, healthy food to residents. Additionally these spaces provide a place to learn about food production and preparation, and help create a sense of identity in the community.

Spaces such as community gardens provide a location for residents to interact, share tools and knowledge, and enjoy their surroundings. Other, less formal spaces can also be used for food production such as rooftop gardens, private backyard gardens, and planted fruit trees along roadways and nature reserves. Choosing plants that have aesthetic value but are also edible can also help make neighborhoods more attractive as well as productive.

Open spaces can include areas for food production along with recreational uses to create multi-functional spaces that create special places within a neighborhood and contribute to health and wellbeing of its residents.

Incorporating spaces into residential areas for local food production generates a number of benefits and can create long-term assets in the area. They can also help address issues of food security and contribute to improving the health and wellbeing of our cities.

Designated open spaces which incorporate local food production areas in addition to recreation uses are excellent opportunities to create multi-functional spaces within neighbourhoods. Other opportunities for local food production include land that is currently vacant or won't be developed for some time, and may be adaptable for temporary food production uses. The Council should identify opportunities for local food production as well as other ways for

improving access to fresh and healthy foods.

It should be cautioned that much of the land in Greater Shepparton has previously been used for orchards, and may contain low levels of residual chemicals. Care should be taken to ensure the nominated land is safe for local food production.

VicHealth's programs such as Leading the Way: Councils creating healthier communities and and Healthy Eating should be utilised by Council and community groups to ensure a healthy city and increased food security.

*Related Strategies: C2*

# Promote Healthy and Active Living Environments Actions

**Immediate Actions**

C.A1 Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – improving safety of neighbourhoods; creating usable open / natural spaces; and encouraging space for food production.

**Process and Policy Development Actions**

C.A2 Promote safety by working with community and local police to assess safety in existing neighbourhoods and develop recommendations for addressing them.

C.A3 Prepare an open space strategy to identify future open space requirements and develop strategies for creating an open space network. This should include design guidelines to ensure open space is attractive, accessible and safe.

C.A4 Inventory existing footpath / cycle networks, identify strategic improvements to enhance accessibility and plan for future key footpath and bicycle links in future residential areas. This should include updating of the existing Bicycle Strategy.

C.A5 Revise road construction standards to include dual sided footpaths on all roads and bicycle path provision on major roads in accordance with the Infrastructure Design Manual. (formally C.A5)

**Investigation Actions**

C.A6 Investigate issues of food security in the municipality and identify ways to address them.

C.A7 Investigate how safety can be improved through neighbourhood and housing design.

C.A8 Investigate means to improve the usability and function of the open space network including potentially increasing the minimum open space contribution in new residential developments, and/or the more innovative use of space such as for community food production areas.

# D Achieve a Wide Choice of Affordable and Market Housing

The population of Greater Shepparton has become increasingly diverse and the need for a variety of housing forms is now needed to satisfy housing demand. At the same time, housing in Greater Shepparton has become less and less affordable for our existing and future residents and many people have found it increasingly difficult to achieve home ownership, or even afford a level of housing that meets their housing needs in a dignified way.

Addressing issues in housing affordability is an essential part of building inclusive and equitable communities which provide access to a basic human need. The Council is committed to providing all residents with the opportunity to access adequate and quality housing that is affordable.

There is no one solution to improving housing affordability and the Council will support a range of strategies and community initiatives aimed at improving access to, and delivery of, affordable housing in the municipality.

# Achieve a Wide Choice of Affordable and Market Housing Strategies

**D.S1 Encourage a variety of housing types, particularly in terms of tenure and price, to contribute to housing diversity and affordability**

Housing in Greater Shepparton is dominated by the single family dwelling, which represents over 85% of the total housing stock. While in the past this dwelling type has satisfied most of the housing demand in the municipality, changing demographic and social trends over the last 10 years have diversified housing demands, and created the need for a variety of housing options. These trends will likely continue into the future, further increasing the need to provide a diversity of housing options.

The Council should support development that contributes to creating a variety of housing types, especially dwelling types that are not common in the municipality such as semi-detached dwellings and apartments. In addition to catering to the emerging diversity of household types, these dwelling types generally cost less to purchase or rent, and can help ease issues of housing affordability. The Council should be supportive of development that contributes to increasing the provision of the affordable housing stock, across all dwelling types.

Increasing the affordable housing stock can partly be achieved through physical strategies such as mandating a specified lot mix for new development to ensure that a proportion of lots for housing are smaller in size resulting in smaller dwellings, with the with the idea being that they will generally be more affordable. At the same time, ensuring lots are big enough to accommodate higher density living such as apartment buildings in appropriate locations and where there is an identified market demand, will contribute to creating more affordable dwellings.

### Exploring Alternative Housing Types: Co-Housing

An increasingly popular movement in creating alternative housing types, while at the same time improving its affordability, is the community focused concept of 'Co-housing'. Co-housing is housing which is designed so that certain facilities and spaces can be shared between residents. In some cases, co-housing developments seek to create tight-knit communities, sharing more essential spaces such as kitchens. This is seen to produce strong communities, creating highly social and supportive living environments. Often these communities are focused on a particular lifestyle, such as environmentalism.

However, co-housing is not always as community focused as this, and many new developments are sharing spaces which are seldom used such as washing facilities and garden sheds. This has the effect of reducing construction and operation costs, with the savings then passed on to the consumers. The amount of space occupied by housing is also decreased which allows people to reduce their environmental impacts with little impact on their private amenity and quality of their lifestyle.

Exploring alternative housing types can contribute to improving housing affordability, creating more socially cohesive communities and reducing the impacts of housing on the environment.

Streamlining the planning process by creating supply-side efficiencies can help reduce the time and costs associated with bringing housing online in a timely and efficient manner and create flow on effects for affordability. The Council may also wish to investigate the feasibility of developing an inclusionary zoning policy, which requires developers to make contributions of either land or dwellings for affordable housing that can then be managed by a registered Housing Association

In addition to these physical strategies, housing affordability should also be addressed by

investigating the opportunities to create a range of financial initiatives for various tenure types to alleviate housing ownership and rental stress. These should include providing incentives to developers to create affordable housing as well as programs and policies to provide support to people who are experiencing significant housing stress. An affordable housing policy may be developed which establishes criteria to means-test people, entitling those eligible to an associated housing assistance program. Registered Housing Associations can help acquire and manage affordable housing and the Council should identify opportunities to establish new, or expand existing, Housing Associations which focus on affordable housing.

To help justify the need for increased housing diversity, detailed market research should be conducted by the Council in conjunction with private housing developers. This market research should focus on exploring people's housing preferences based not on what housing is currently available, but what housing could potentially be available in the future. This can help establish genuine market demands and unlock untapped market potential in terms of housing diversity.

*Related Strategies: E2*

**D.S2 Plan for a mix of housing near services, transport and jobs**

Focusing a substantial portion of housing into locations proximate to shops, jobs, public transport, entertainment, and open space will allow the most amount of people to take advantage of these local uses and spread the benefits of these areas as widely as possible. The Council should support the concentration of a diversity of housing in areas that have a wealth of amenities, services and facilities.

These areas have been identified as Substantial Change Areas and should provide for a range of housing needs and allow for a greater proportion of people's needs to be met locally and through more accessible and equitable transport modes of transport such as walking and cycling. To facilitate housing development and diversity in these areas, the Council should work with developers to identify development opportunities and work to facilitate the development process for proposals that create a substantial mix of quality housing.

*Related Strategies: B4, D1*

**D.S3 Ensure adequate housing for people with special needs**

There are a number of housing needs that fall beyond the 'traditional' needs of most people. These special housing needs can be associated with a particular life or physical circumstance and may require specific housing in terms of location, type, format, or design. These people are often particularly vulnerable to the conditions of their housing and built environment, and the Council should support the development of housing which caters to residents with these particular needs.

The ageing of the population of Greater Shepparton will mean that a significant proportion of the population will be aged 65 years and older. As diminished health and mobility occurs through the ageing process, these people will require housing that responds to their specific needs. In some instances, this may mean the increased provision of aged care facilities, but for most it will mean creating smaller dwellings with a high level of access to transport and facilities.

The Council should support development proposals that create legitimate accommodation for an ageing population and particularly, proposals that provide this type of housing in locations with a wealth of amenities, facilities and services should be given favour.

'Retirement style' villages should be encouraged, but only in places that have been designated for growth. However, in providing for this type of accommodation, there is a need to ensure that these are well integrated with the surrounding community rather than becoming isolated, self-contained communities. Retirement style villages in growth areas should generally be in accord with approved development plans and must integrate with the surrounding movement network.

The need for temporary accommodation is particularly important in Greater Shepparton as it provides housing to the itinerant workforce of the region. Ensuring that there is access to this type of housing is critical to supporting the local economy. As access to this type of housing could become limited as the result of increased housing development pressure, the Council should support development proposals which contribute to creating this type of housing in appropriate areas, close to these jobs.

To manage special housing types such as caravan parks and aged care facilities, the Council should consider developing a local policy to avoid potential land use conflicts, particularly in existing residential areas and that these places are located in appropriate areas. Identifying specific sites or areas where these uses are acceptable will also help ensure the appropriate siting of these special uses.

*Related Strategies: D2*

# Achieve a Wide Choice of Affordable and Market Housing Actions

**Immediate Actions**

D.A1 Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – encouraging diverse and affordable housing; providing housing mix in areas accessible to amenities, services and facilities; and providing housing for people with special needs.

**Process and Policy Development Actions**

D.A2 Identify opportunities for (re)development at increased densities to create a diversity of housing options.

D.A3 Adopt a mandatory lot size mix for new residential subdivisions appropriate for particular locations.

D.A4 Strengthen the relationship with key stakeholders including developers and local housing associations to create housing affordability.

D.A5 Identify development opportunities for special housing types such as aged care in appropriate locations.

**Investigation Actions**

D.A6 Investigate opportunities for partnering with local private housing developers to deliver a best-practice housing development which present opportunities to create environmentally friendly housing and / or increase the affordable housing stock.

D.A7 Investigate the feasibility of adopting local policies relating to affordable housing. This may include a policy – supported by State Government Policy -which means-tests people to qualify for housing assistance or incorporates an inclusionary zoning policy into the Planning Scheme.

D.A8 Investigate how Council can assist in maximising funding for housing affordability initiatives.

D.A9 Investigate adopting local policy for special housing type development in existing neighbourhoods to facilitate their delivery.

# E Promote Innovation, Leadership and Learning

To achieve the directions set out in the GSHS, the Council must be successful in influencing change in the way housing is planned and delivered. To do this, the Council will utilise all of its resources and efforts across all departments to engage and empower agents of change and foster innovation in the housing sector.

The Council will be actively involved in, and supportive of, strategies and initiatives which seek innovative and practical ways to reduce pressures on the natural environment and improve social and economic outcomes in the municipality. This innovation will be facilitated by actions which aim to remove the barriers to innovation that prevent the planning, design, and delivery of housing from contributing to significant change which benefits the entire community.

The Council has a responsibility to provide the housing sector with the leadership required to build and sustain a higher standard of housing and neighbourhood design. This will in part be done through an education program aimed at increasing the knowledge of housing innovation to members of the development industry, the Council staff, and all residents of Greater Shepparton.

# Promote Innovation, Leadership and Learning Strategies

**E.S1 Provide leadership in promoting innovative neighbourhood design, environmental friendly housing and affordability**

Housing is a broad and diverse topic encompassing a multitude of issues and interest groups. To minimise conflicts between these groups and ensure that Greater Shepparton is developed in a way that works towards the achievement of common goals, the Council should provide strong and active leadership in housing. It should seek to ensure that the various interests in housing can be reconciled to produce widespread community benefits as well as creating the conditions where housing innovation can occur.

The key issues that the Council should provide leadership on are:

- Improving the design of existing and future neighbourhoods;
- Promoting environmentally friendly housing design and technology; and
- Increasing the amount of affordable housing in suitable locations.

Capacity building exercises should be utilised to help strengthen the Council's relationships with community groups and business that have housing interests. Organising functions which bring these groups of people together will help open the housing debate and strengthen the Council's relationship with the people that influence housing outcomes. The Council should pursue active programming of these events as part of providing ongoing leadership in housing.

Designating a person or group responsible for coordinating and managing housing initiatives and policy is fundamental to providing the required leadership in the municipality. This will ensure that the GSHS is actually implemented and will signal the community and development industry that the Council is committed to improving housing conditions in the municipality.

One of the main ways the Council can influence housing change is by 'finding' people within various agencies or private industry who are willing to champion various housing causes, and coordinate them towards the achievement of common housing goals. Empowering and supporting these 'agents of change' is vital to the success of the GSHS.

**E.S2 Develop incentives to encourage sustainable and innovative development**

In addition to housing regulations, incentives should be used to encourage the type of residential development desired in the community. Creating a system which rewards a high standard of housing design and performance will facilitate housing innovation and improve the ability and speed of achieving key housing objectives. The Council should develop a package of both regulations and incentives that seek to optimise good housing outcomes.

Incentives should be used to encourage a range of housing innovations which include new practices, techniques and technologies which create positive economic, environmental and social outcomes. To do this the Council will first need to explore and understand the barriers to innovation before it can take action to overcome them. Incentives that help maximise investment returns while working towards key housing objectives will be particularly influential on the private housing development industry and will be the most effective in influencing housing delivery in the municipality. As previously stated it will be Council's responsibility to Monitor and review progress. Council will set up a program to ensure monitoring against adopted benchmarks. The strategies and actions will be regularly reviewed and adapted as necessary to ensure the achievement of the objectives.

Developing effective incentives for the private development industry will require a flexible approach to the planning and delivery of housing in the municipality. The Council will be required to make trade-offs to achieve its goals and must set clear parameters to provide transparency to its decision-making process. Adherence to the Strategy Aims and Residential Development Principles is essential to maintaining integrity and ensuring that long term development aims are achieved.

**E.S3 Establish an education program to increase knowledge of emerging housing trends, innovations and techniques**

Fostering innovation in housing can be facilitated through effective education programs and initiatives aimed at increasing the dissemination of knowledge of emerging processes, designs, practices and technologies that present effective and practical ways of achieving housing objectives. Improving housing education will also allow barriers to housing innovation to be identified, and facilitate ways to overcome them.

Education programs should be directed at three key groups, each requiring a different focus, tailored to particular interests and skills:

- *Key Council staff* – provide up-skilling in best practice housing delivery and administration to improve knowledge regarding neighbourhood and housing design and tools to provide skilled leadership in the area;
- *Private housing developers* – focus on improving relationship with the Council and finding more cooperative and collaborative ways of achieving housing goals and disseminating housing information regarding housing innovations and practices. The established development forum provides an excellent existing opportunity for this to occur;
- *The general community* – increase knowledge of housing innovation and achievements to build public support for housing initiatives and stimulate new housing demands, making it easier for the private development industry to deliver housing innovation. Information regarding sustainable living in general should also be disseminated to help the community work towards achieving sustainable development.

**Creating Affordable Environmental Housing in Bulk**

Barratt Homes, the largest home builder in the UK has begun construction of a mass-produced prototype house that boasts world leading environmental standards. Known as the 'Green House', it won a UK 'Housing of the Future' competition in 2007.

Designed by London architects Gaunt Francis, the house meets Level 6 of the 'Code for Sustainable Homes' in the UK (the highest possible score under the governments eco-rating system) and achieves a zero carbon footprint. However, the real advantage of the prototype is that it can be delivered by production home builders at an affordable price.

This environmentally-friendly housing prototype by Barratt Homes (UK) can be produced on a large scale and at affordable prices.

# Promote Innovation, Leadership and Learning Actions

**Immediate Actions**

E.A1 Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – establishing Council's leadership role; providing incentives to meet outcomes of the GSHS; and development education programs.

E.A2 Establish a person or group responsible for implementing the strategies and actions of the GSHS.

**Process and Policy Development Actions**

E.A3 Develop a community education program to help inform residents about sustainable living practices, housing innovations and local resources.

E.A4 Host workshops with local developers which invite a range of speakers regarding housing innovations, practices and sustainability.

E.A5 Conduct professional development programs for the Council officers which includes information and skills with housing innovations.

**Investigation Actions**

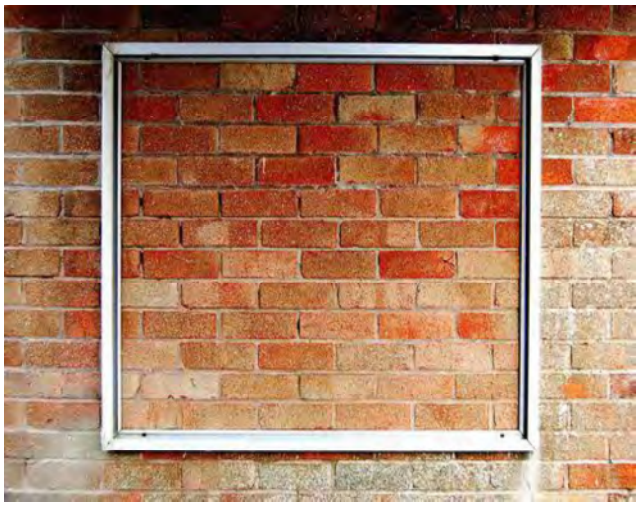
E.A6 Investigate various incentives (such as awards) that can be used to encourage developers to deliver desired housing development including eco-friendly housing and neighbourhood models.

E.A7 Investigate opportunities for partnerships to promote examples of environmentally friendly housing projects.

# 5.0 Development Framework

To provide guidance as to how the residential areas of Greater Shepparton will grow, a development framework has been prepared which identifies the growth strategy for accommodating future residential development and provides a policy basis for managing change.

The development framework seeks to protect and improve the existing neighbourhoods of Greater Shepparton while providing adequate land for additional residential growth in a variety of settings. The development framework supports the continued growth of Greater Shepparton's urban areas, while simultaneously creating more rural living opportunities to support the incremental growth and viability of its small towns.



## 5.1 Residential Development Principles

A number of residential development principles have been developed which underpin the Council's position on the residential growth of Greater Shepparton and housing delivery in the municipality.

The residential development principles of the GSHS are to:

The growth of Greater Shepparton supports the achievement of the strategic directions, vision and objectives of the GSHS;

- The supply of residential land satisfies housing demand;
- That the impacts of change from residential development are appropriately managed;
- Minimise environmental risks to residential development;
- Consolidate the growth of Greater Shepparton by focusing residential development into locations that represent logical extensions of existing urban areas;
- Manage the sequencing of residential growth to ensure infrastructure efficiency;
- The allocation of land supply does not prejudice the long-term, sustainable growth of the municipality;
- The viability of Greater Shepparton's small towns is supported through increased township and rural living opportunities;
- A choice of rural living opportunities will be provided in appropriate locations;
- New housing in established areas is to respect the character of surrounding development;
- Residential development is to respond appropriately to sensitive interfaces at the urban / rural edge; and
- Appropriate development in towns with excess community services capacity such as schools and commercial facilities.

## 5.2 Residential Land Supply and Demand

*As part of the development of the GSHS, a detailed analysis of housing supply and demand has been undertaken and is documented in the Background Report and Background Profile Series. This analysis forms the basis of the future residential land supply and demand assessment.*

Greater Shepparton currently has a total of approximately 5,000 ha of zoned residential land which consists of:

- 2,400 ha of R1Z;
- 775 ha of LDRZ;
- 775 ha of TZ; and
- 1,000 ha of RLZ.

Of the total zoned residential land, it is estimated that a total of 605 ha is available for future residential development in greenfield locations. This land consists of large, contiguous tracts of undeveloped land which is currently zoned for residential development and includes 476 ha of R1Z land and 41 ha of combined LDRZ and TZ land.

It is estimated that there is demand for an additional 9,100 dwellings in the municipality to the year 2031.(id forecast data based on 2006 census data – see Background Report) It should be noted that this is different from that in the MSS which was utilising Victoria 2004 figures. To satisfy this dwelling demand in a sustainable fashion which contributes to good planning outcomes, a series of residential development targets have been identified.

The residential development targets seek to provide for a variety of choice in terms of location and type of living setting while also contributing to appropriate growth management and enhancing the viability of Greater Shepparton's small towns.

The residential development targets have been informed by:

- the type, amount and proportion of existing residential zones;
- the existing average lot sizes in each residential zone type;
- a qualitative assessment of dwelling demand and housing market conditions;
- our understanding of sustainable development and the need to conserve land and energy; and
- the need to achieve the strategic directions and objectives of the GSHS.

The residential targets identify the proportion of dwellings that should be achieved in each zone type and the likely average lot size for residential development within each zone. Targets have been set for both infill development in established areas and greenfield development in new areas.

The residential development targets for the GSHS are as follows:

- *Infill Development* -accommodate at least 10 percent of the 9,100 dwellings (910 dwellings) in existing areas through infill and redevelopment at higher densities. New dwelling construction in these areas is highly encouraged by the GSHS and this target should be exceeded where possible.
- *Greenfield Development* -accommodate the remaining 8,190 dwellings in greenfield locations with:
    - 60% as conventional living (R1Z);
    - 20% as medium density housing (R1Z);

- 15% as low density living (LDRZ and TZ); and
- 5% as rural living (RLZ).

Based on the identified residential targets and assumptions regarding the average lot size of each dwelling type, Greater Shepparton will require at least a 2,345ha of zoned land to 2031 to satisfy the housing demand in the municipality. The land demand for Greater Shepparton is show in the table below.

Table 1 - Greater Shepparton Residential Land Demand by Zone Type for Greenfield Development

| Zone Type | Dwelling Demand | Avg. Lot Size ($m^2$) | Future Land Requirement (ha) |
|---|---|---|---|
| R1Z Conventional | 4,914 | 800 | 393 |
| R1Z Medium Density | 1,638 | 400 | 66 |
| LDRZ / TZ | 1,229 | 2,000 | 246 |
| RLZ | 410 | 40,000 | 1,640 |
| **Total** | **8,190** | | **2,345** |

Some of the demand for land in greenfield locations identified above can be accommodated by the 605 ha of greenfield supply in existing zoned residential land within the municipality. However, this will not be enough to accommodate the entire dwelling demand and as such new areas will need to be zoned to allow for future residential development.

Further to the land demand identified above, it is considered important to provide additional land for greenfield development for the following reasons:

- to provide choice in terms of type and location;
- to sustain competition between development areas to improve housing affordability;
- to support the growth and viability of Greater Shepparton's small towns; to acknowledge areas identified for future growth in previous studies; and
- to achieve the strategic directions and objectives of the GSHS.

Therefore, the GSHS has allowed for an amount of new residential land above that required to satisfy the housing demand in the municipality to the year 2031. This land is quantified in the table below, and is allocated in Section 5.4 of the GSHS.

Please note the following explanation of Table 2. Working across the table:

1. Available Residential Land refers to all land currently zoned for residential development
2. Future residential land demand is calculated based on the assumptions of residential development targets quantified in percentages on page 42.
3. New Residential Land identified in GSHS refers to land that will be rezoned for residential development in accordance with the Growth Management Plans.
4. Total Future Residential Land Supply is the combination of currently available residential land supply and the residential land identified in the GSHS.

Table 2 - Greater Shepparton Residential Land Supply by Zone Type

| Zone Type | Available Residential Land (ha)[1] | Future Residential Land Demand (ha)[2] | New Residential Land identified in GSHS[3] | Total Future Residential Land Supply (ha)[4] |
|---|---|---|---|---|
| R1Z | 559 | 460 | 2015 | 2574 |
| LDRZ / TZ | 41 | 245 | 1099 | 1140 |
| RLZ | 0 | 1,638 | 1159 | 1159 |
| Total | 600 | 2,345 | 4273 | 4873 |

## 5.3 Housing Change Area Plans

To manage the impacts of change in established neighbourhoods and ensure that residential development contributes to the character of these residential areas rather than undermining it, the existing neighbourhoods of Greater Shepparton have been divided into three Housing Change Areas.

Housing Change Areas provide an indication of the appropriate level of change in terms of the intensity and amount of development that should be accommodated in established residential areas, and identifies strategies for managing this change.

The three Housing Change Areas are:

- Minimal Change Areas;
- Incremental Change Areas; and
- Substantial Change Areas.

A description of each Housing Change Area and their associated strategies is outlined in the following section. A series of Housing Change Area Plans that indicate the locations of the Housing Change Areas and their associated Growth Management Plans are also provided following section 5.4.

# Minimal Change Areas

Minimal Change Areas are established residential areas that for a number of reasons have limited capacity to accommodate future residential development. Minimal Change Areas do not prohibit all residential development, but seek to allow limited residential development that is generally consistent with the type, scale, style and character of the area.

Minimal Change Areas have generally been designated in locations that:

- have a strong neighbourhood character, largely evidenced by a significant presence of historical buildings and places;
- are affected by environmental factors such as flooding which limit development capacity;
- have a low density or rural living character;
- are in close proximity to uses which cause significant off-site impacts;
- have a widespread application of restrictive covenants which limit housing diversity; and
- have valued landscape features and / or views and vistas.

The Council may also consider smaller Minimal Change Areas in locations immediately adjacent to a sensitive use or affected by a particular environmental factor that has the potential to create significant risk to development or a valued feature of the landscape or detrimentally affect character that is desirable to retain.

The strategies for managing residential development in Minimal Change Areas seek to:

- ensure development respects existing scale and character;
- ensure development respects heritage buildings and their curtilage;
- ensure development does not considerably impact on significant natural features or views and vistas;
- ensure extensions to existing dwellings do not cause significant new overlooking; overshadowing, visual bulk or neighbourhood character impacts; and
  support and encourage environmentally friendly technologies for new development and major renovations.

# Incremental Change Areas

Incremental Change Areas are established residential areas that over time have the capacity to accommodate a moderate level of residential development. This development will mostly include extensions to existing dwellings, new single or double storey dwellings on existing lots, and low rise medium density housing. It is expected that the general character of Incremental Change Areas will evolve over time as new types and more intense development is accommodated.

Incremental Change Areas have generally been designated in locations that:

- are unaffected by significant development constraints;
- have lot layouts which may potentially constrain substantial development;
- have reasonable access to a range of local shops, facilities, services and amenities;
- provide residential uses in conjunction with other uses in small town settings; and
- greenfield residential development sites.

The strategies for managing residential development in Incremental Change Areas seek to:

- support the retention and renovation of existing dwellings that front the street and contribute positively to surrounding neighbourhood character;
- encourage low scale medium density housing development that respects existing neighbourhood character, particularly in areas that are in close proximity to significant shops, facilities, services and amenities;
- support development which increases residential densities while respecting the character of the neighbourhood;
- ensure that new development does not cause significant new overlooking, overshadowing, and excess visual bulk impacts on adjacent housing;
  encourage a high standard of design for new development and major renovations;
- encourage additional dwellings to the rear of existing dwellings;
- support and encourage environmentally friendly technologies for new development and major renovations;
- ensure that traffic caused by additional development can be accommodated by the existing transport network;
- discourage increased development intensity in areas where there is a significant environmental risk such as flooding and wildfire, unless an appropriate design response can be provided to the satisfaction of the Council;
- ensure that development at the edges of the Incremental Change Area is sensitive to any adjoining Minimal Change Areas; and
- ensure that any new development close to a rural interface or other sensitive use is addressed.

# Substantial Change Areas

Substantial Change Areas are established residential areas that have significant capacity to accommodate substantial residential development. These areas will support increased housing diversity by encouraging a variety of housing types, styles and configurations in areas that are close to activity centres, public transport, employment opportunities and open space. Substantial Change Areas will support increased residential densities to maximise the amount of people who can take advantage of these desirable locations. It is expected that the character of these areas will change significantly in the future.

Substantial Change Areas have generally been designated in locations that:

- are in walking distance (800m) of a range of commercial, retail, employment, entertainment, and recreation opportunities;
- are within walking distance of public transport;
- have servicing capacity to support additional development;
- provide good opportunities to support increased housing diversity; and
- are generally free of major development constraints.

The strategies for managing residential development in Substantial Change Areas seek to:

- support a diversity of housing types, sizes, styles and designs;
- support (re)development at higher overall densities to maximise development opportunities;
- encourage lot consolidation to allow for larger scale development;
- encourage mixed-use developments which incorporate residential uses above commercial or retail uses;
- focus higher density development within or immediately adjacent to significant commercial areas;
- support the recommendations and strategies of the Shepparton CBD Structure Plan;
- encourage a high standard of design for new development and major renovations;
- support housing for people with special needs;
- discourage increased development intensity in areas where there is a significant environmental risk such as flooding and wildfire, unless an appropriate design response can be provided to the satisfaction of the Council; and
- ensure that development at the edges of the Substantial Change Area is sensitive to any adjoining Minimal or Incremental Change Areas.

## 5.4 Growth Management Plans

The GSHS supports the growth of Greater Shepparton in a consolidated and sustainable fashion. This includes providing land for living opportunities in a variety of residential settings and locations. To provide guidance as to where, when and how Greater Shepparton should grow, a series of Growth Management Plans have been developed and are provided in this chapter.

There are a number of development principles which guide the development pattern:

- New development should (wherever possible) to be integrated with public transport and provide a high degree of walkability within a maximum 800m walking distance for all residents.
- Development will contribute to the existing and preferred housing diversity of the urban and township areas of the municipality.
- The unique character of the municipality's smaller towns will be protected with any new residential development in these areas.
- All existing service infrastructure and facilities will be used in any new development
- The main urban growth areas of Shepparton, Kialla and Mooroopna will be separated from Rural Living and Low density Residential areas through the use of appropriate environmental buffers.

The urban areas of Shepparton, Mooroopna and Kialla as contained within the identified limit to urban growth within GS2030 and the Planning Scheme will continue to provide for the majority of residential growth in the foreseeable future.

A significant portion of this predicted residential growth in the short –medium term will be met by the four main growth corridors as identified by GS2030 and the Planning Scheme:

- The southern corridor to the south of the Broken River at Kialla,
- The south eastern corridor, along Poplar Avenue, Shepparton,
- The northern corridor, between Verney Road and the Goulburn Valley Highway, Shepparton,
- The western corridor, to the west of Mooroopna.

It is important that growth is maintained on a number of fronts, providing choice and variety in the housing market. A number of other corridors and estates within this urban area will also play important roles in meeting the predicted demand and provide choice in the housing market, including the North East Growth Corridor off Ford Road and newer estates such as The Boulevard and the extension of more established estates such as Kialla Lakes and Hawkins Heights.

Future growth corridors are vital to ensure that residential development can continue once other estates and corridors are completed. The growth plans also identify a number of longer term residential growth corridors in Shepparton North and Kialla to the east of Kialla Lakes once existing areas are nearing full development.

The Council will ensure that there is adequate provision of services and infrastructure to new areas through the following: regular reviews of the Housing Strategy, permits and subdivision applications and from information on take-up rates and service authority strategies and programs. The Development Plan Overlay and Development Contributions Plan Overlay will continue to be used as a means to ensure orderly development and the suitable and equitable provision of physical and community services within these corridors. The growth plans and the

Council's monitoring and Evaluation Framework (outlined in Chapter 6 of the GSHS) will provide a guideline for the ongoing release of a suitable supply of land which will ensure affordability of housing. The Council will ensure that there will always be at least 10 years supply under the R1Z and 5 years of zoned land.

The provision of lower density developments within the key growth areas needs to be carefully considered in relation to the efficient use of serviced land. Several developments in Residential 1 Zone have occurred where a lower density development is achieved through overlay controls.

The growth of towns outside the main urban areas of Shepparton, Mooroopna and Kialla is important in providing housing choice and diversity as well as supporting the growth of these smaller communities. Many of the towns outside of the urban area contain a number of commercial and community services and facilities such as schools and recreation and open space (including sporting) facilities. These communities also offer great potential for walkable neighbourhoods.

A key determinant to the scale and density of township growth will be the availability of sewerage infrastructure. The sewered townships of Tatura, Merrigum and Murchison will need to provide standard residential densities as part of their mix of future housing. The potential to connect Toolamba to sewer is also being explored. Whilst higher densities are promoted, new residential densities will need to respect the character of townships in their design and layout.

Future development of the unsewered townships and communities such as Dookie, Katandra West, Undera, Tallygaroopna, Kialla West, Shepparton East, Congupna and Central Kialla will need to take into account land capability. Whilst there are no current plans to connect these areas, this should be encouraged when the opportunity arises.

Low Density Residential and Rural Living development has been limited in Greater Shepparton in recent times. There is anecdotal evidence that the current minimum lot size of 8ha within the Rural Living Zone (RLZ) is inhibiting further development. Other explanations include the reluctance of landholders to subdivide land where there is a perception that there could be further development and rezoning opportunities for higher densities. Other existing rural living lots have arisen from ad hoc subdivisions and a number of these are inappropriate in proportions or location. Unsewered low density developments have been more common, however there are a number of estates that have been developed in locations where they are vulnerable to amenity impacts from adjoining uses such as agriculture and in turn impact upon activities on adjoining land.

The Farming Zone and the draft Regional Rural Land Use Strategy aim to protect productive rural land from non agricultural proposal such as residential uses on small lots. This will mean that future dwellings constructed in the Farming Zone will be those associated closely with agricultural production. On the other hand, the GSHS recognises that rural living and low density residential land will contribute to future housing diversity in Greater Shepparton and the Council is committed to providing for this form of housing in locations that rural living in appropriate, that is locations that will not further impact on productive agricultural land.

There is some potential for rural living and low density within the current growth boundaries of Shepparton, Mooroopna and Kialla, however the location of these developments should not inhibit the future growth of the urban area and encourage land banking or leapfrogging. One example is the Kialla Paceway precinct that will require careful planning to minimise land use conflicts between this facility and future residents. Greater potential exist outside of the current growth boundaries of Shepparton, Mooroopna and Kialla in areas contiguous with existing townships or residential zones. Suitable areas are identified on the following growth plans where environmental constraints such as flooding and land use conflicts including agriculture

are minimal.

Important considerations in the assessment of rural living development proposals in areas identified in the following growth plans, are that it meets the following requirements:

- Compliance with Ministerial Direction No. 6 (or equivalent);
- An assessment of neighbourhood character;
- Provision of a supply and demand analysis
- The preparation of a land capability assessment
- Safe access for pedestrians/cyclists between allotments and local infrastructure such as schools;
- The protection of strategic riparian areas and the provision of public access;
- Water supply for stock and domestic;
- A suitable depth to frontage ratio for allotments created based the proposed density and intended uses.
- Flexibility in lot sizes should be provided based on supply and demand analysis, land capability, walkability and proximity of services and the character of the area.

Growth Management Plans indicate the available and future land supply, providing guidance to the type, location and amount of residential land required. The plans identify a settlement boundary which represents the outward limit to growth to the year 2031 as well as providing an indication of the direction of long-term growth of Greater Shepparton beyond 2031.

Growth Management Plans identify the recommended sequencing of the land supply, providing guidance as to when land should be developed by five year increments. The sequencing of the land supply is based on the consolidated and logical extension of existing urban areas.

Residential development should generally be in accordance with the sequencing indicated on the growth management plans. However, growth occurring out of sequence may be considered, providing a development proposal satisfies the following conditions:

- it can be demonstrated that the land supply for the proposed type of development is being constricted elsewhere and that it is unlikely to become available within the designated sequencing;
- the proposed development does not impact the achievement of the objectives and strategies of the GSHS;
- the development can be serviced and connected to sewer and drainage infrastructure in a timely and efficient manner to the satisfaction of the relevant service provider;
- the full cost of extending infrastructure out of sequence is paid for by the developer; and
- the proposed development represents an exemplar development incorporating best-practice standards and satisfying the objectives and strategies of the GSHS to a high degree.

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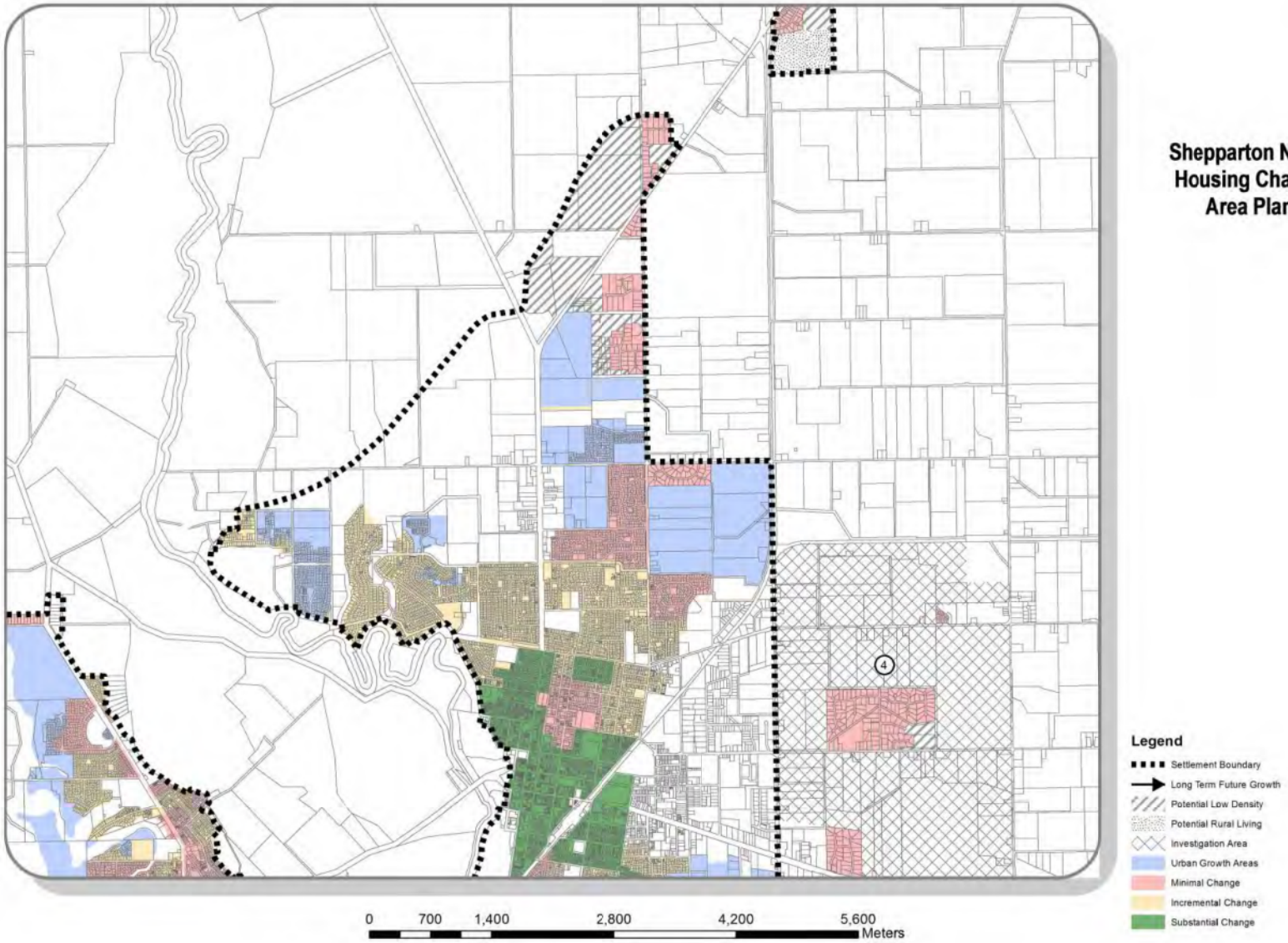
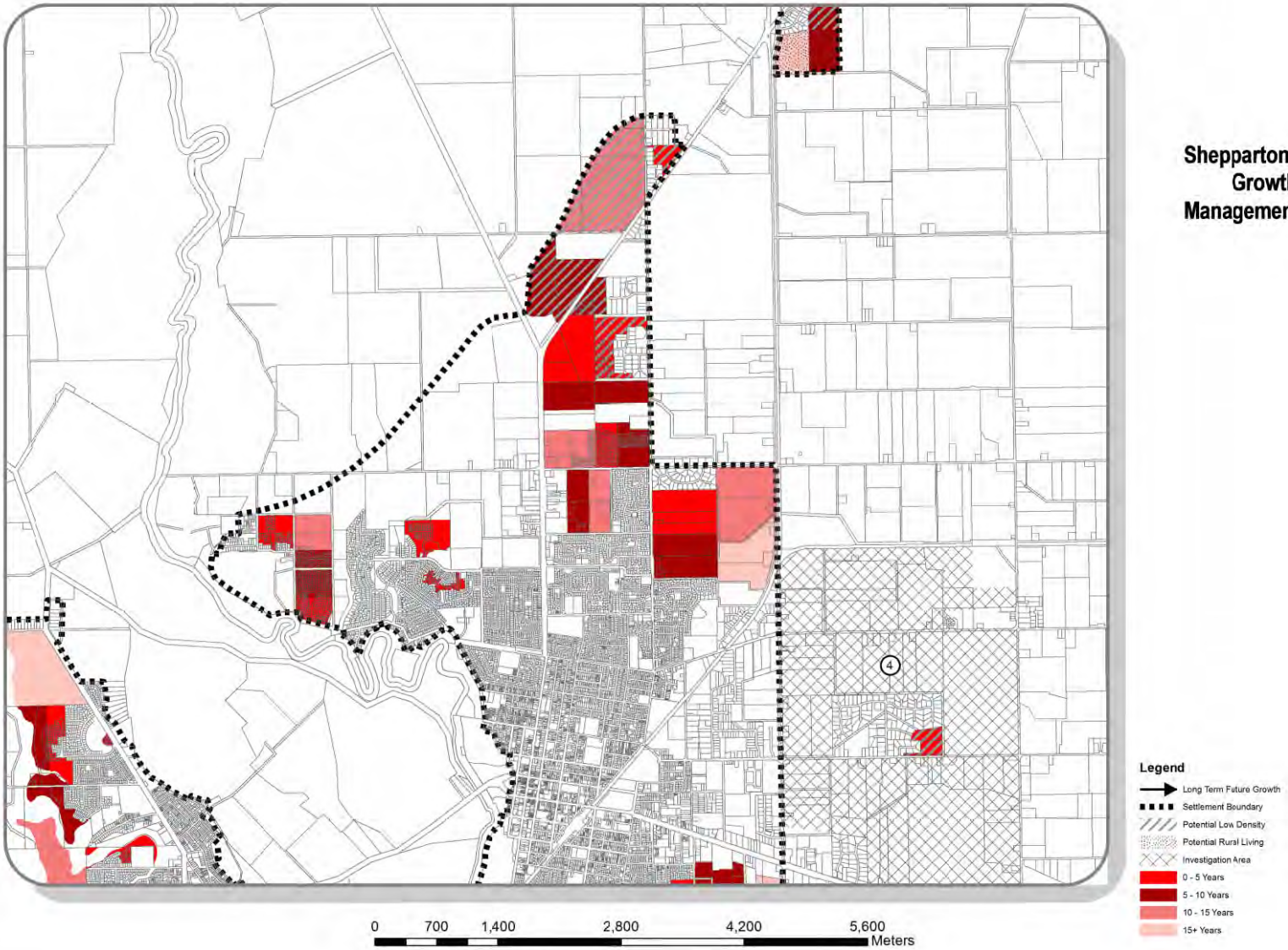
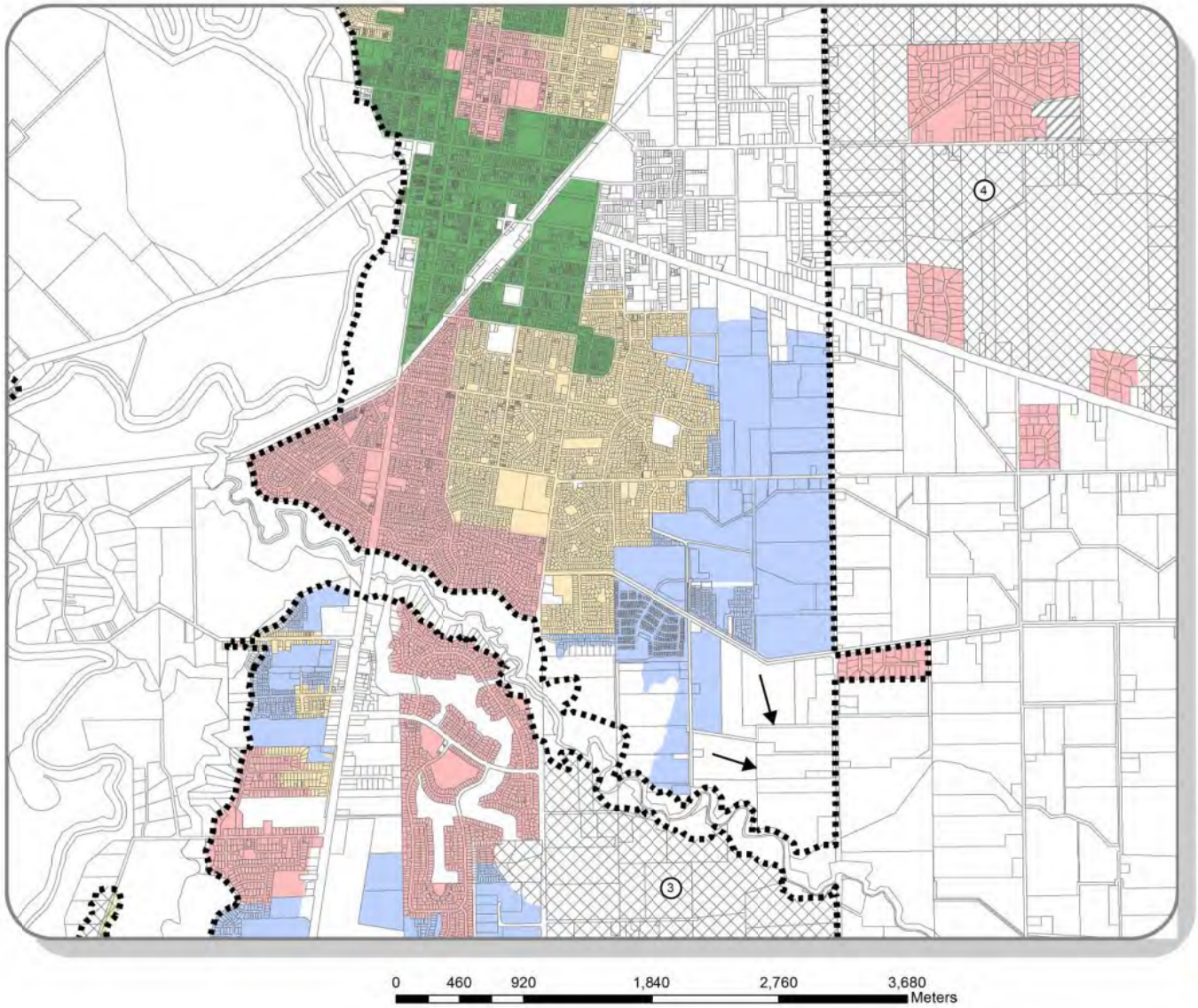



**Shepparton North Housing Change Area Plan**



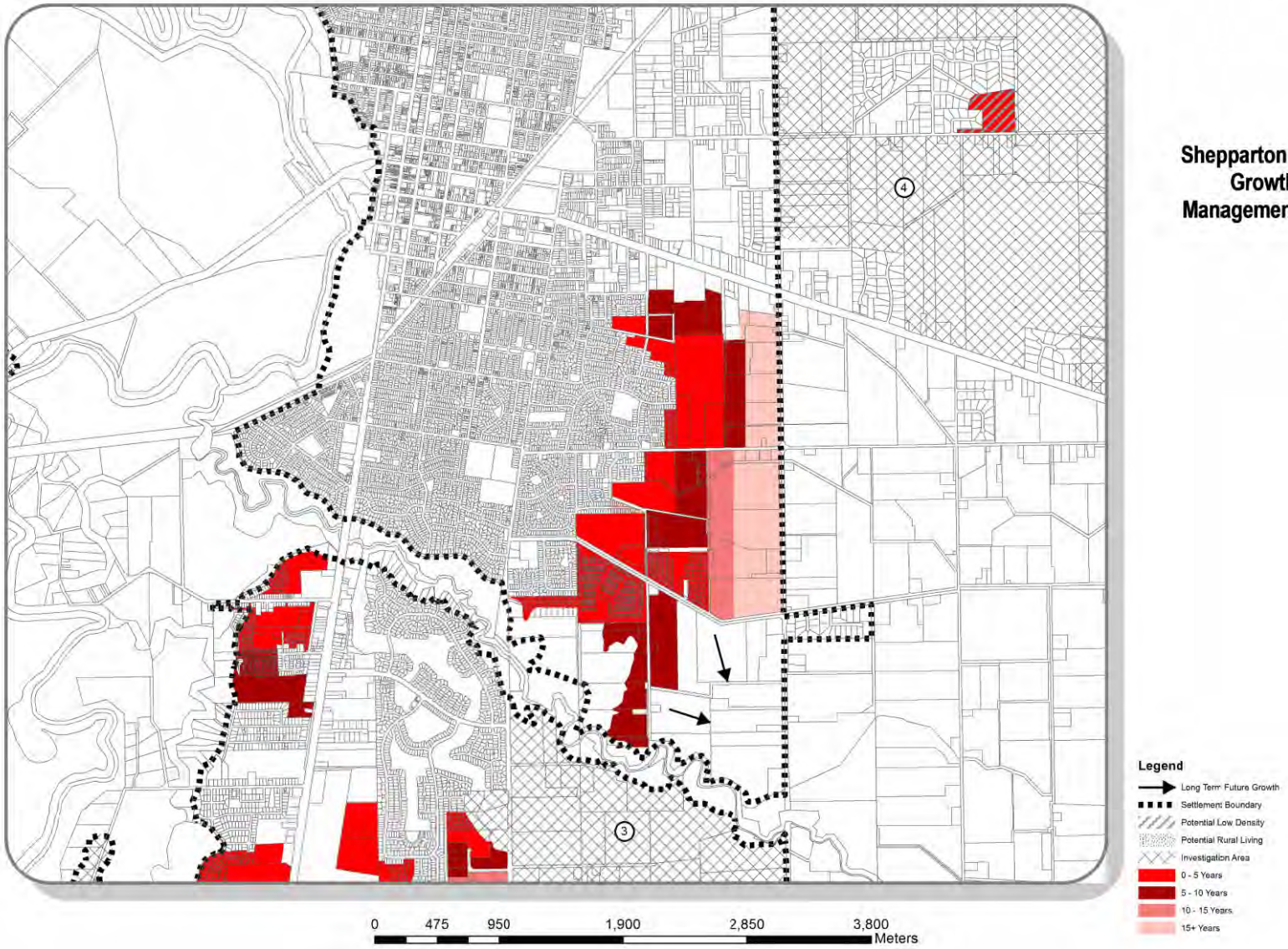

**Shepparton North Growth Management Plan**

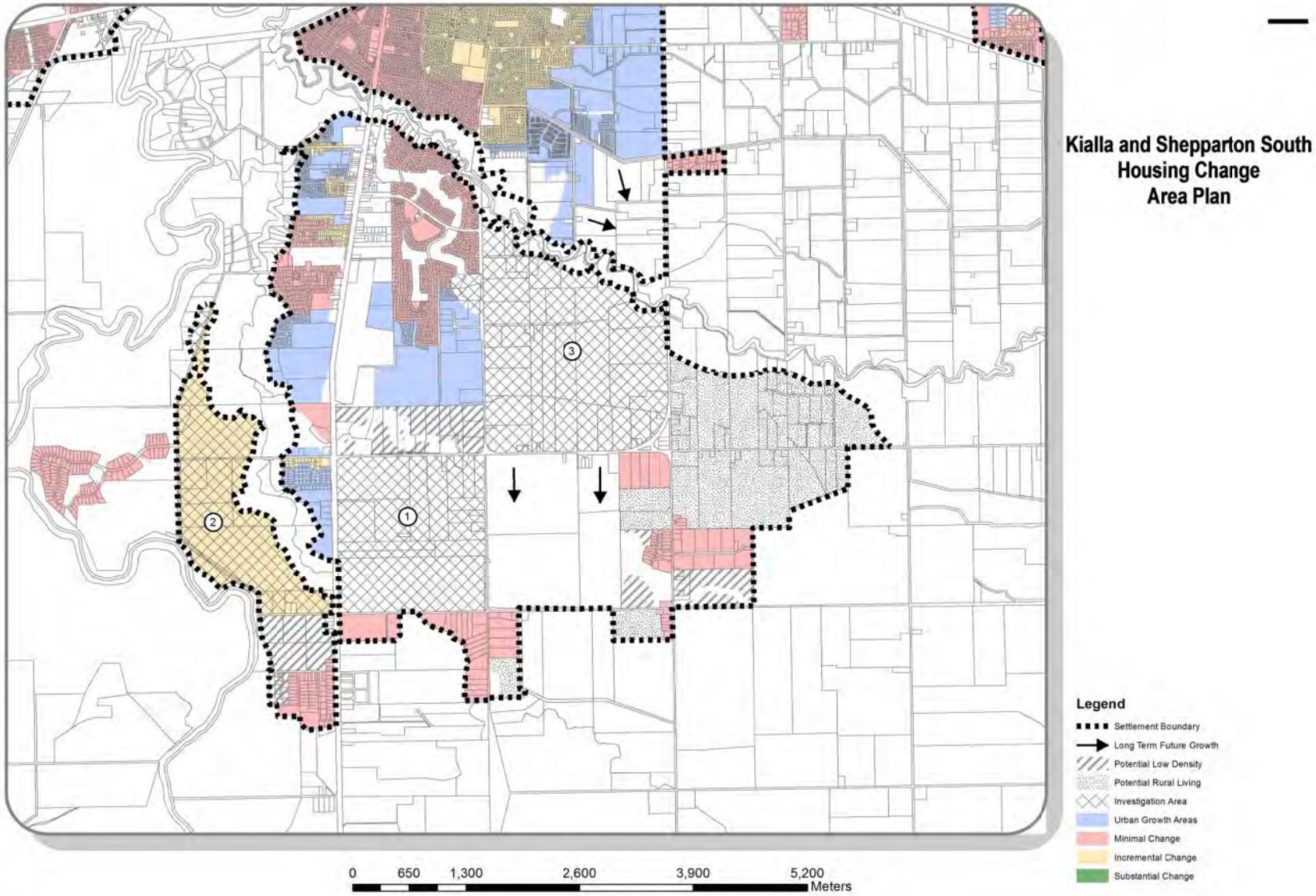


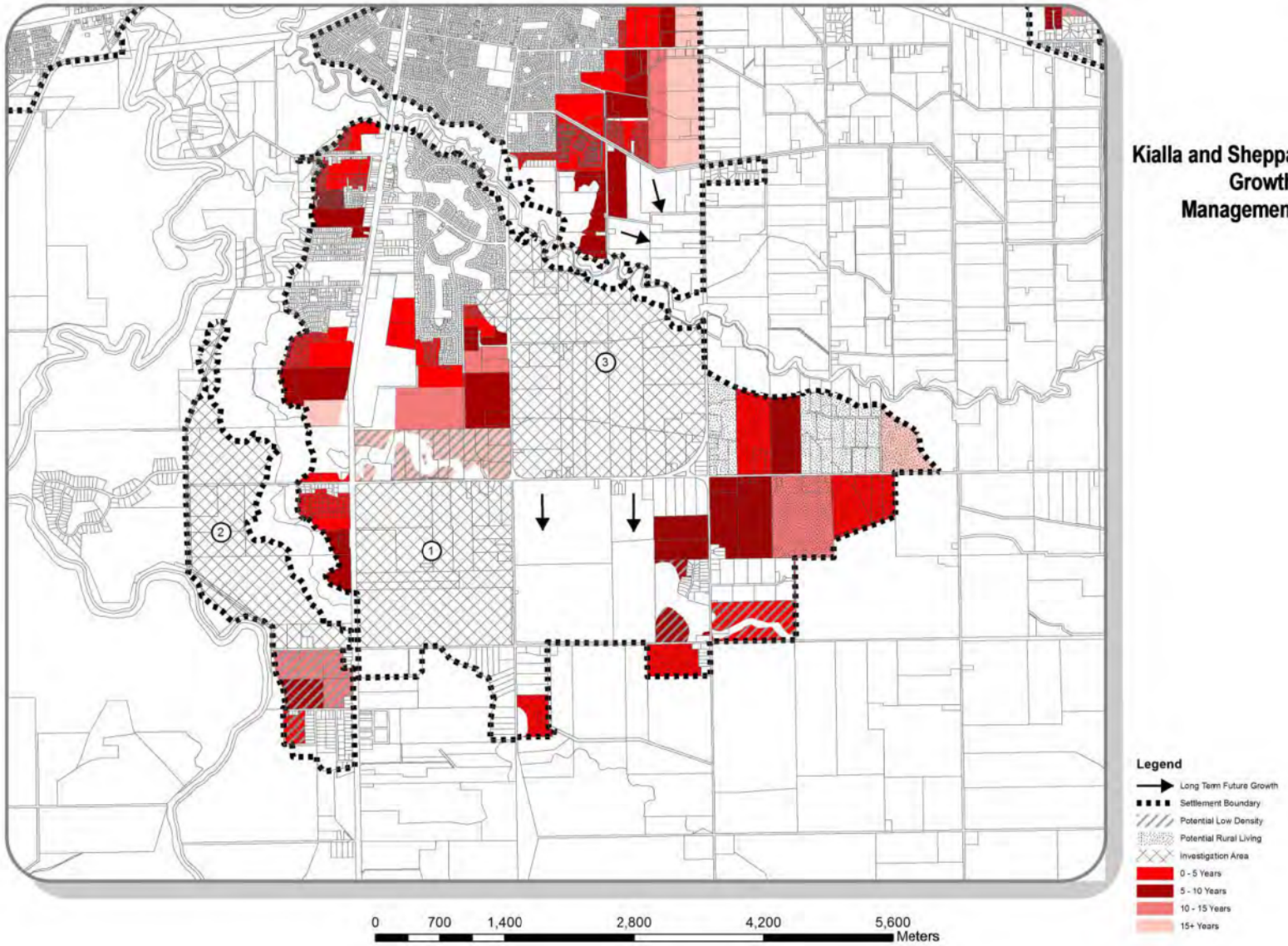

## Shepparton South Housing Change Area Plan

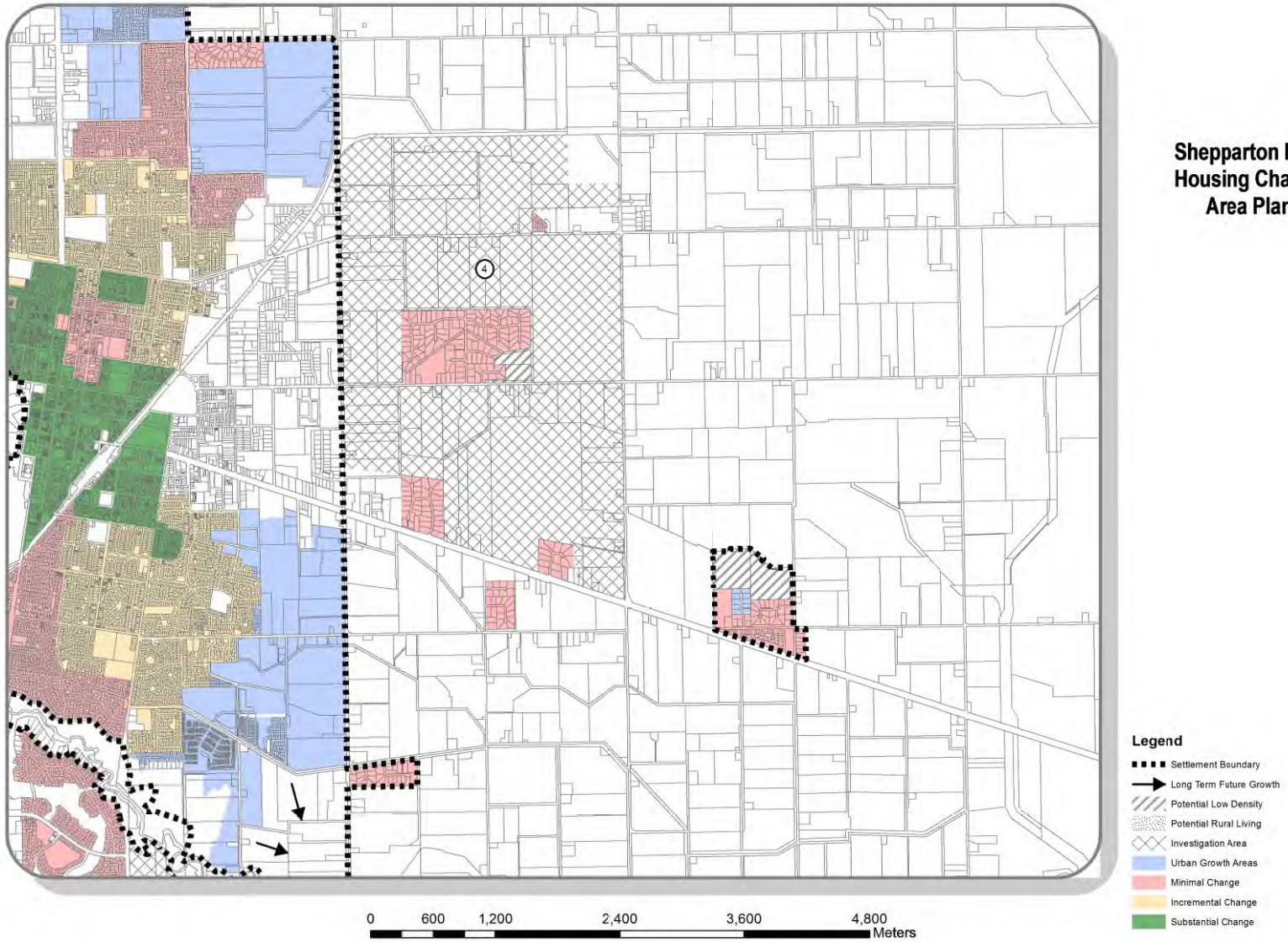
**Legend**

- Settlement Boundary
- Long Term Future Growth
- Potential Low Density
- Potential Rural Living
- Investigation Area
- Urban Growth Areas
- Minimal Change
- Incremental Change
- Substantial Change

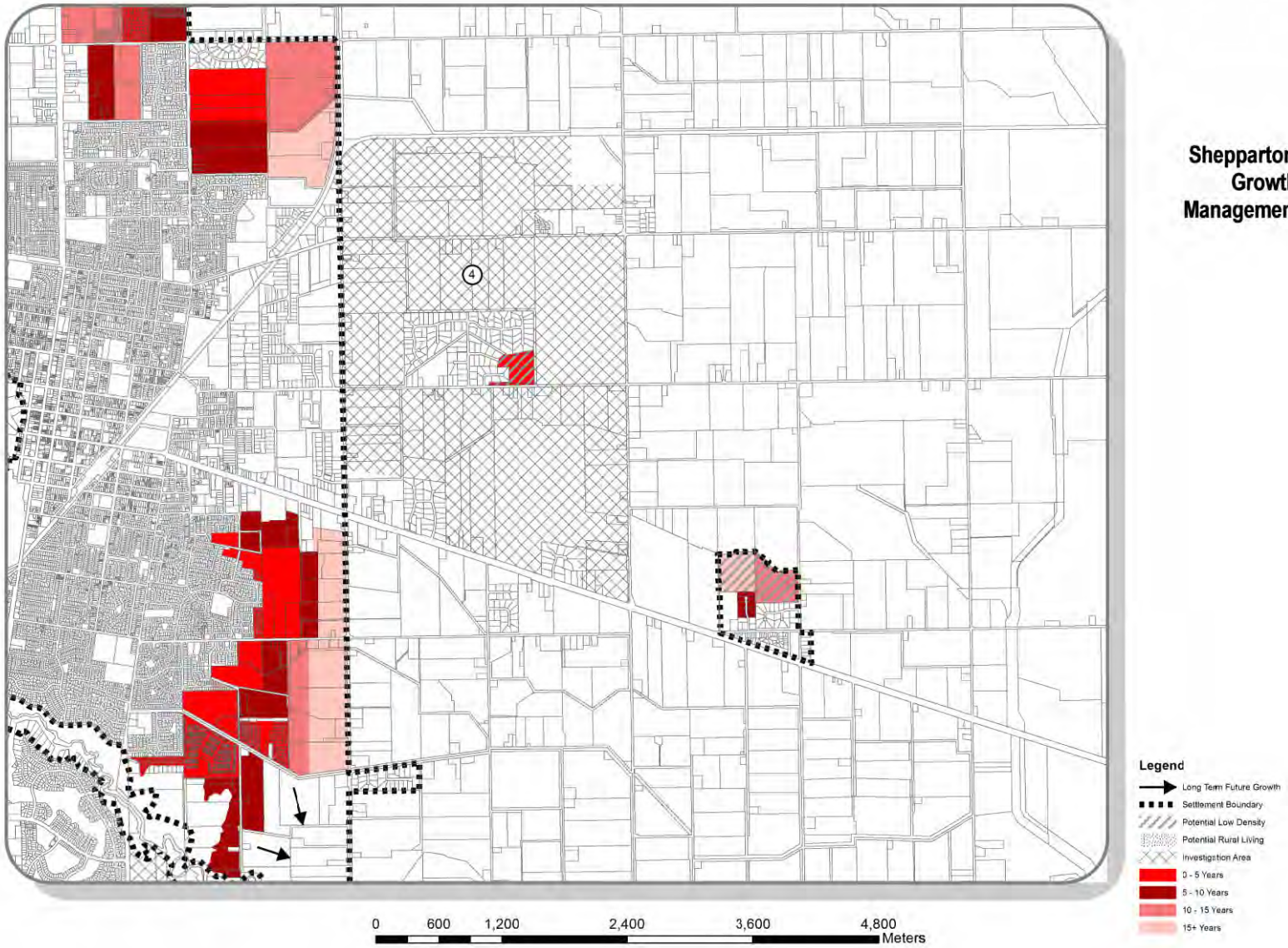

Shepparton South
Growth
Management Plan
4
3
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
475
950
1,900
2,850
3,800
Meters


Kialla and Shepparton South
Housing Change
Area Plan
1
2
3
Legend
Settlement Boundary
Long Term Future Growth
Potential Low Density
Potential Rural Living
Investigation Area
Urban Growth Areas
Minimal Change
Incremental Change
Substantial Change
0
650
1,300
2,600
3,900
5,200
Meters

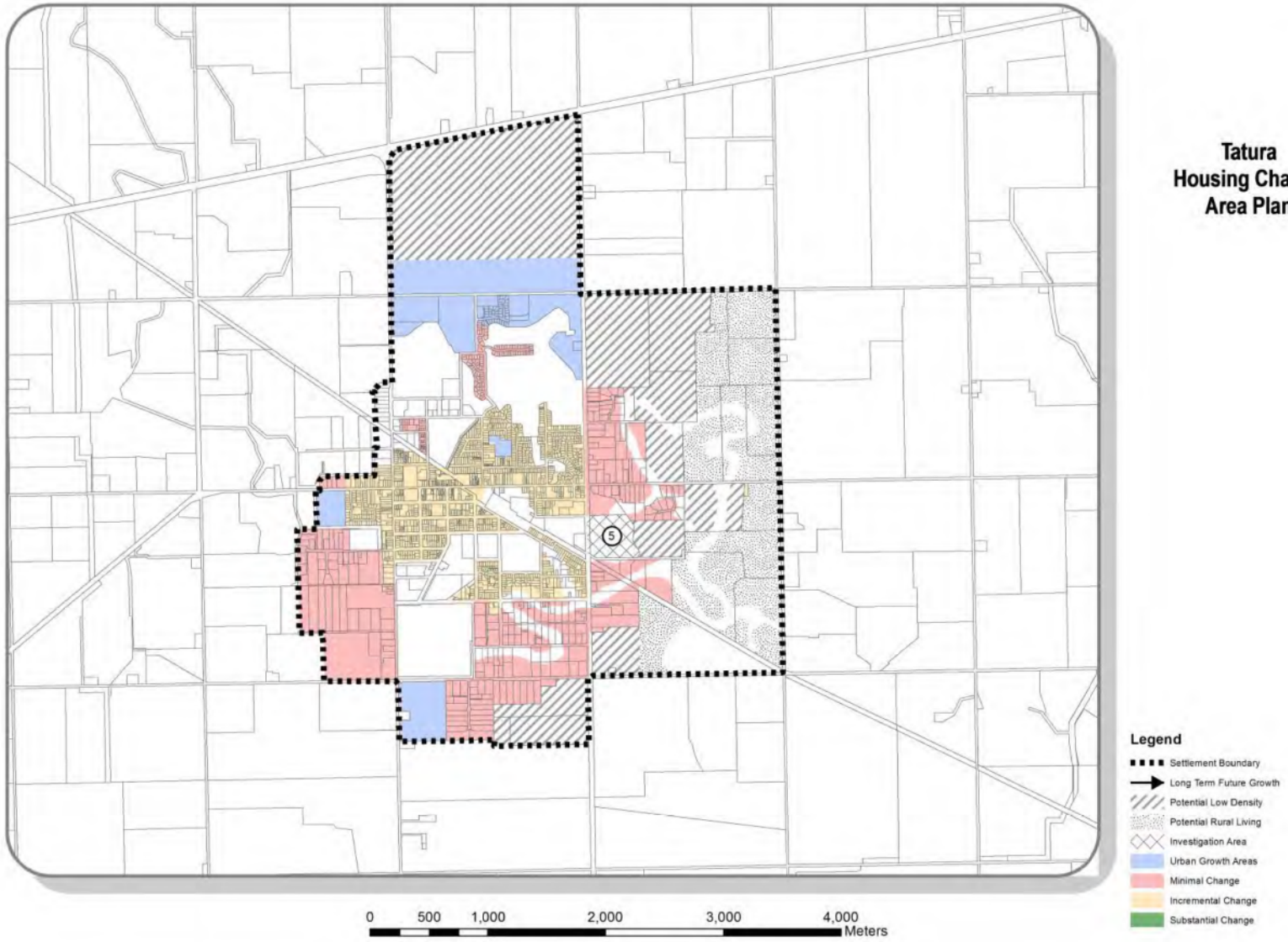

Kialla and Shepparton South
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
700
1,400
2,800
4,200
5,600
Meters
1
2
3




**Shepparton East Housing Change Area Plan**



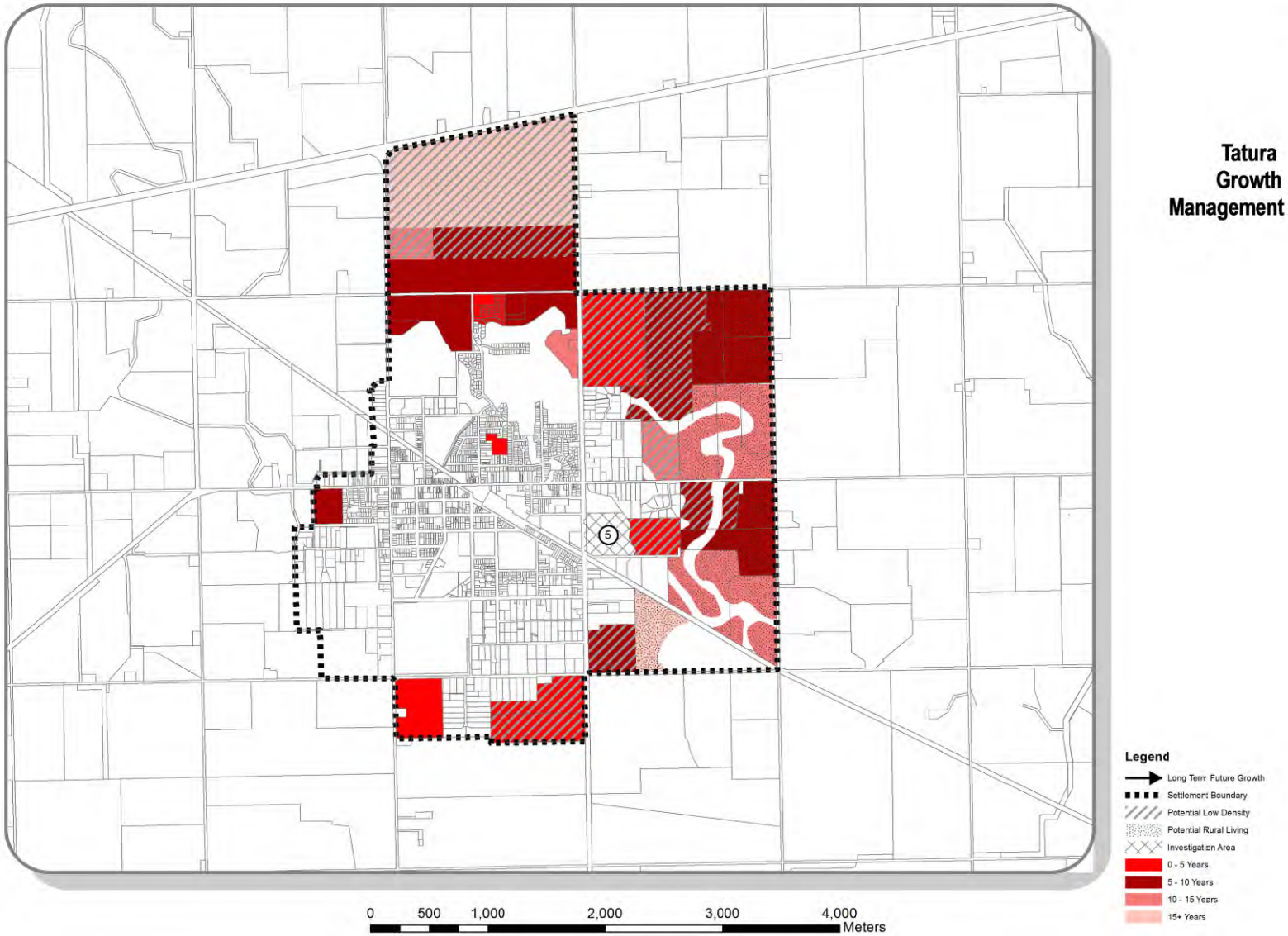

**Shepparton East Growth Management Plan**



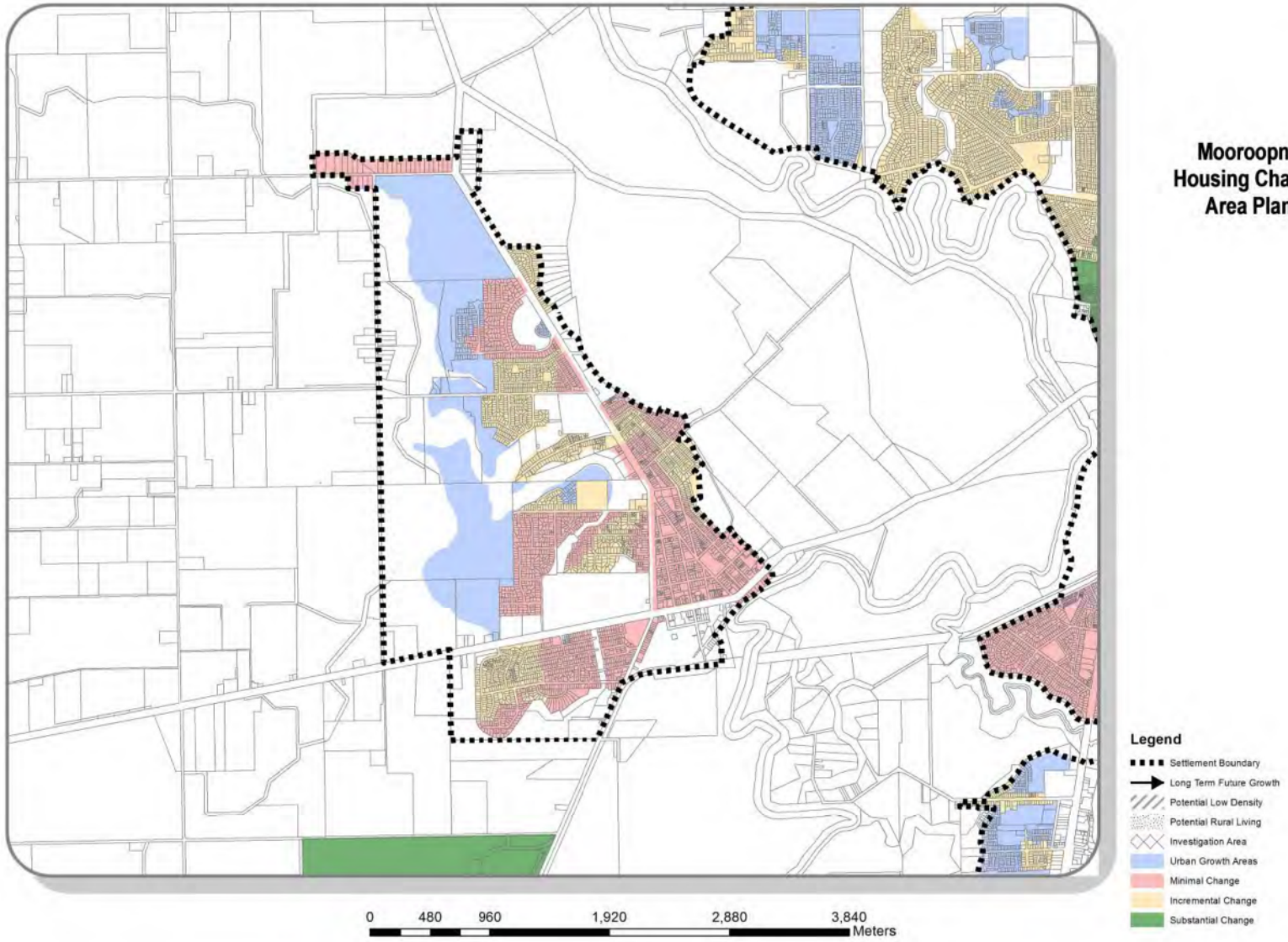

**Tatura**
**Housing Change**
**Area Plan**

**Legend**

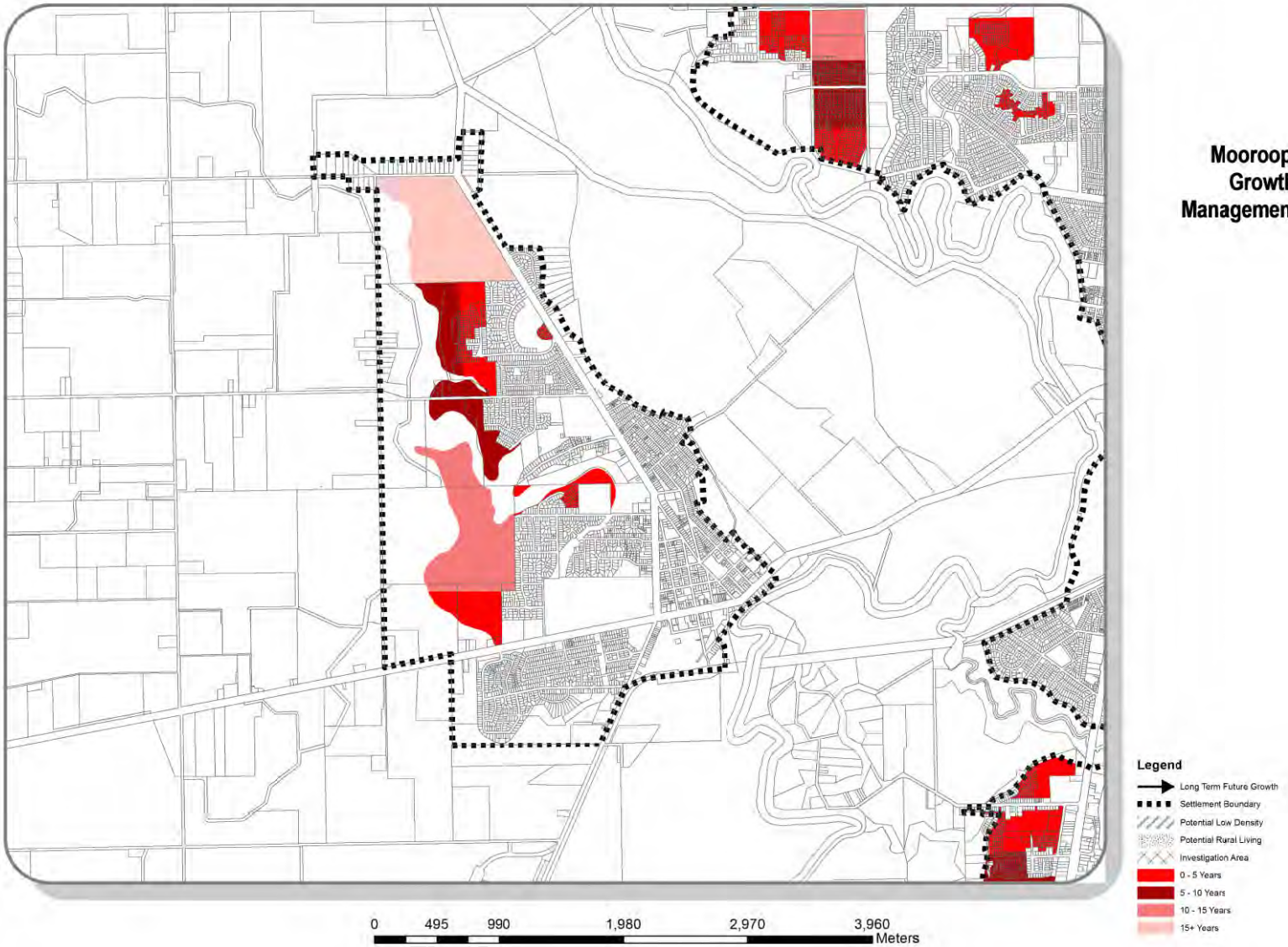
- Settlement Boundary
- Long Term Future Growth
- Potential Low Density
- Potential Rural Living
- Investigation Area
- Urban Growth Areas
- Minimal Change
- Incremental Change
- Substantial Change

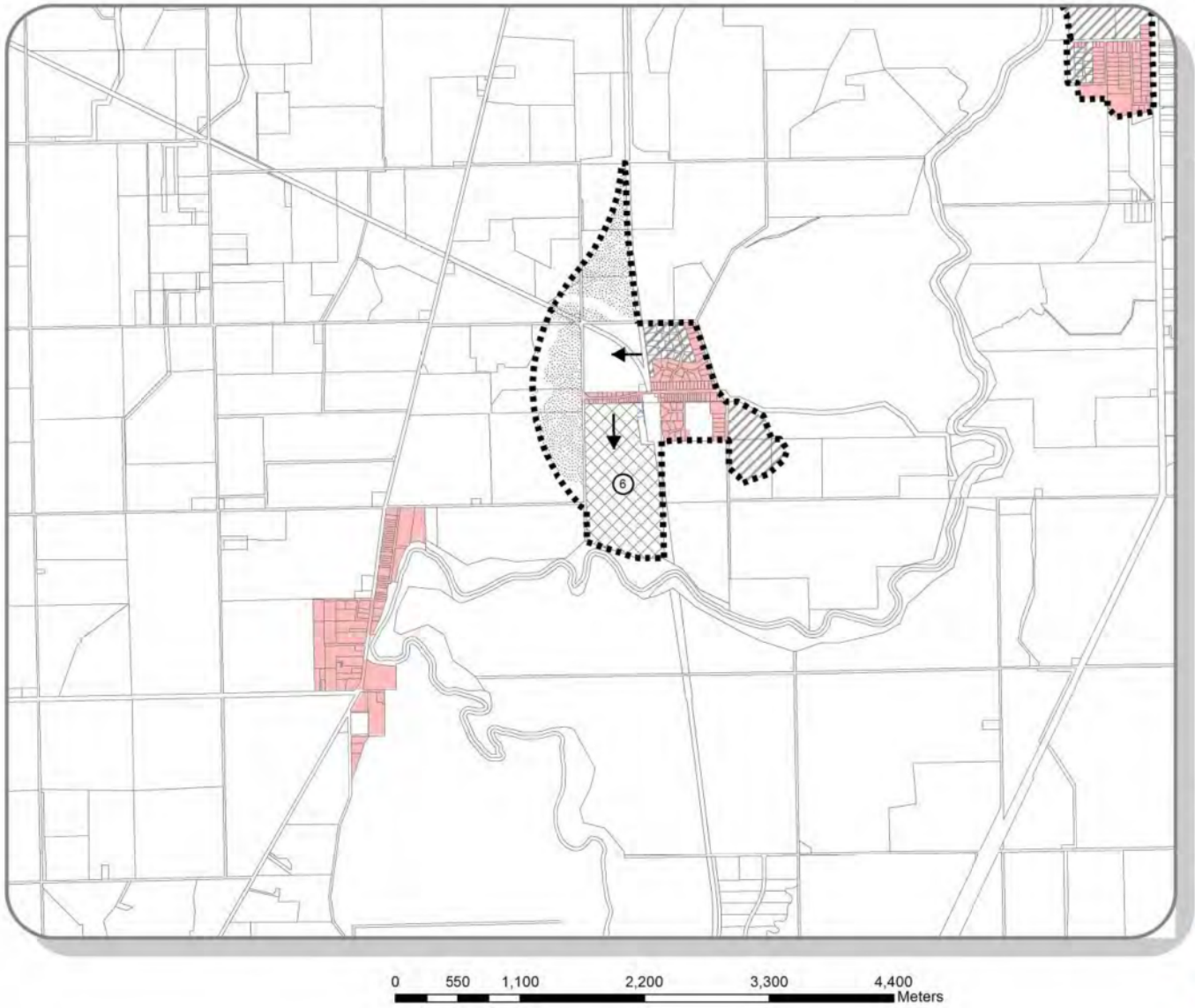



**Tatura Growth Management Plan**




# Mooroopna Housing Change Area Plan


Mooroopna
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
495
990
1,980
2,970
3,960
Meters




## Toolamba and Old Toolamba Housing Change Area Plan

**Legend**

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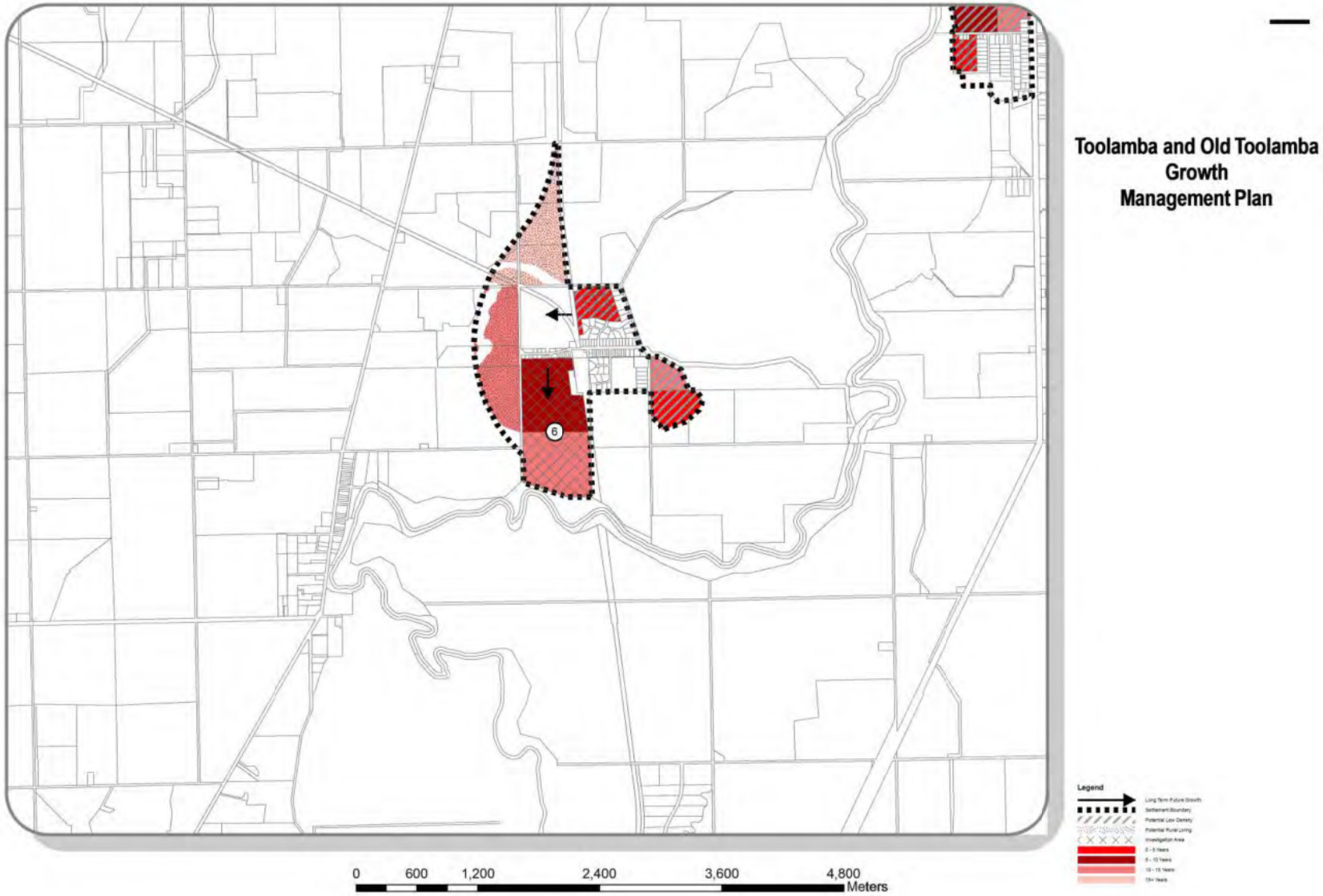
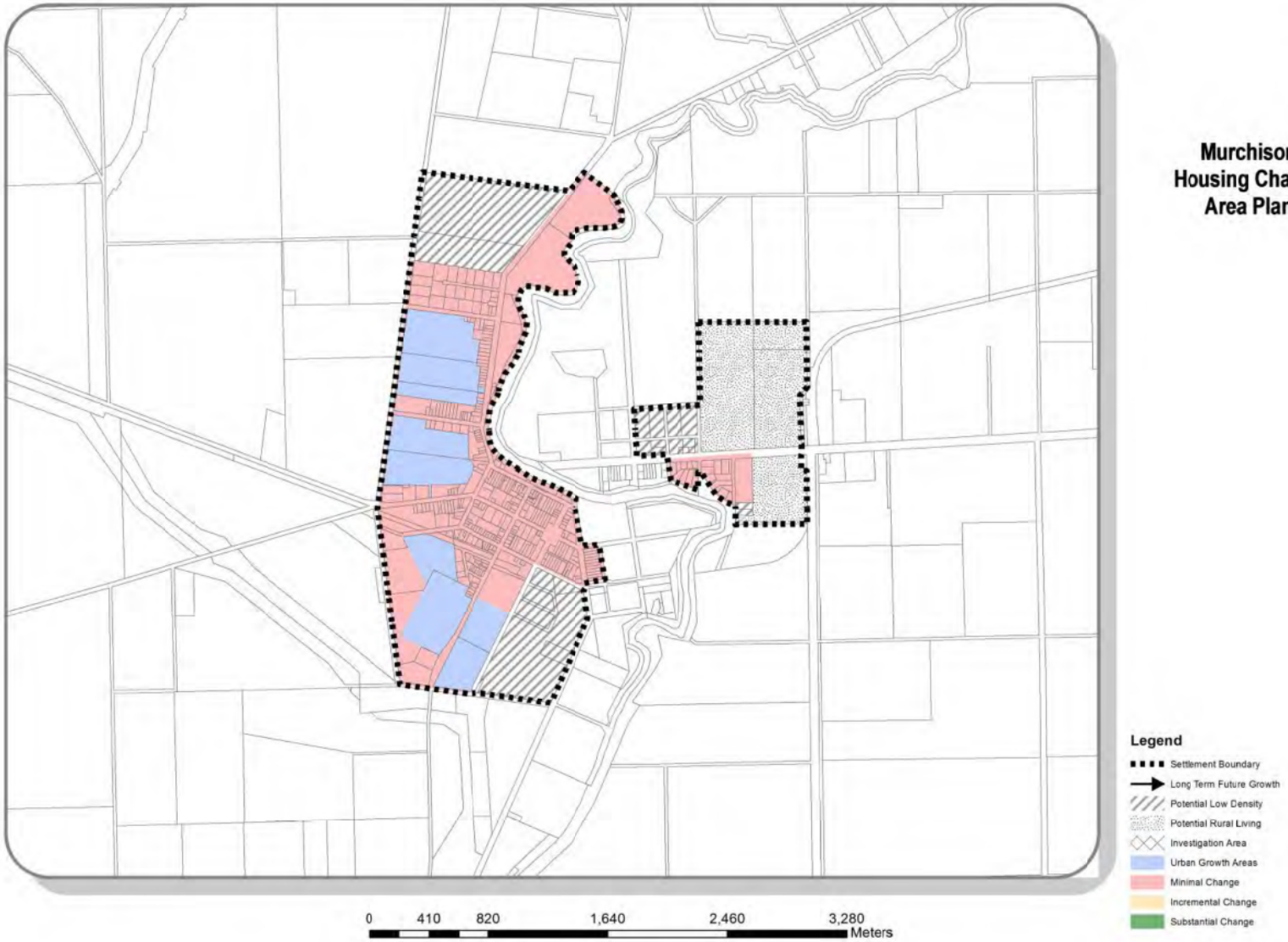
- Long Term Future Growth
- Potential Low Density
- Potential Rural Living
- Investigation Area
- Urban Growth Areas
- Minimal Change
- Incremental Change
- Substantial Change


Toolamba and Old Toolamba
Growth
Management Plan
6
Legend
0
600
1,200
2,400
3,600
4,800
Meters




**Murchison Housing Change Area Plan**

**Legend**

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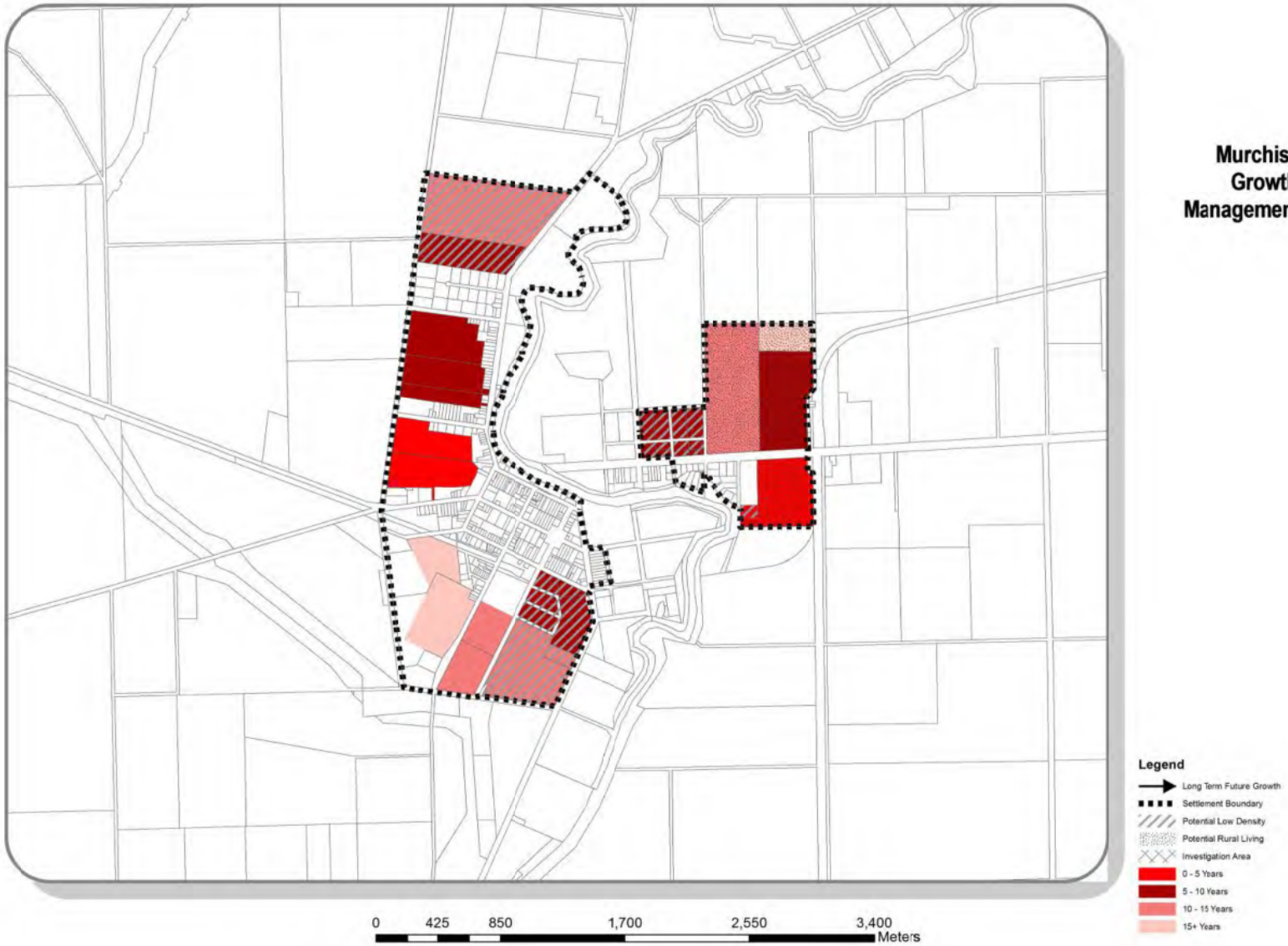
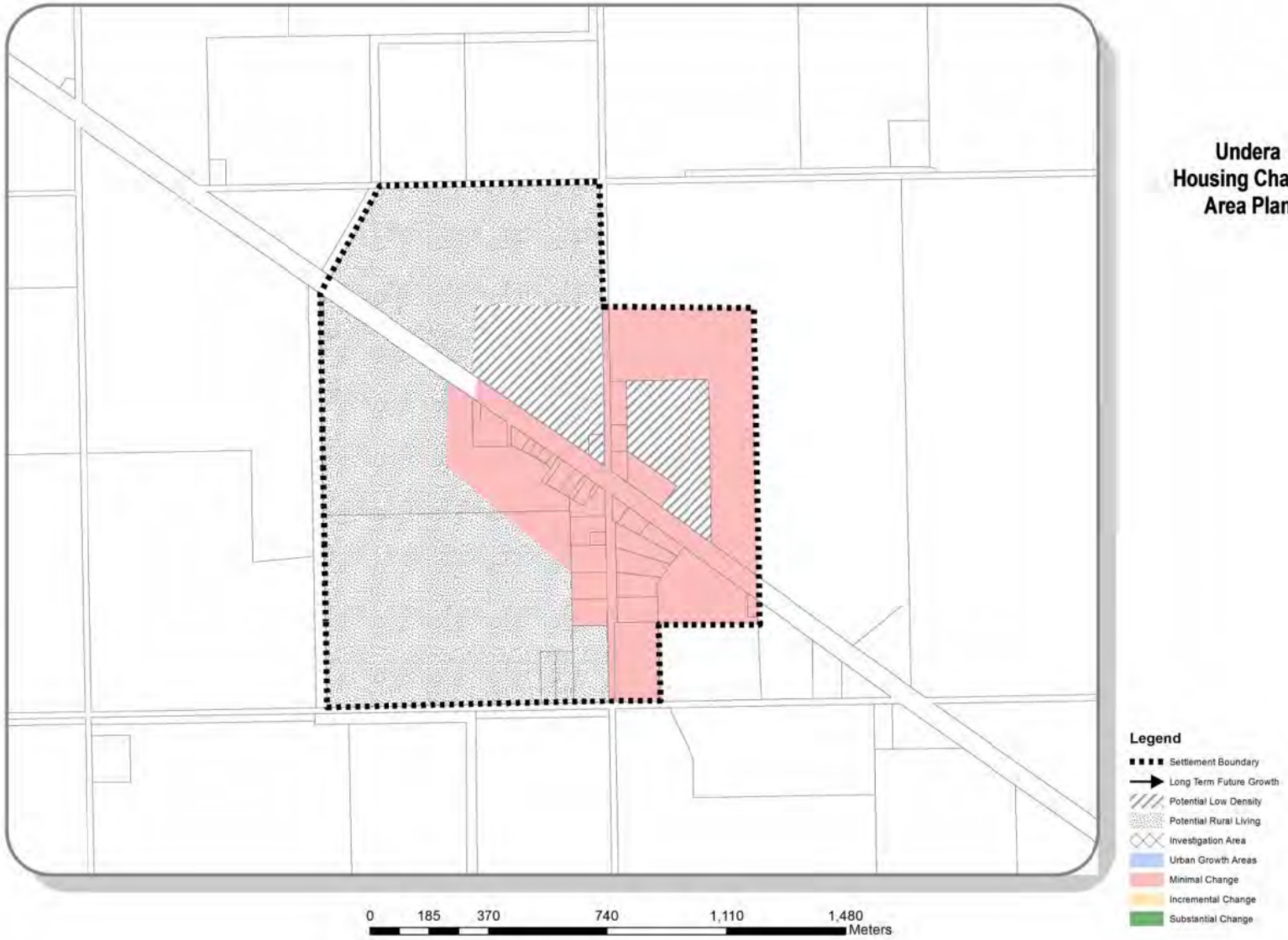
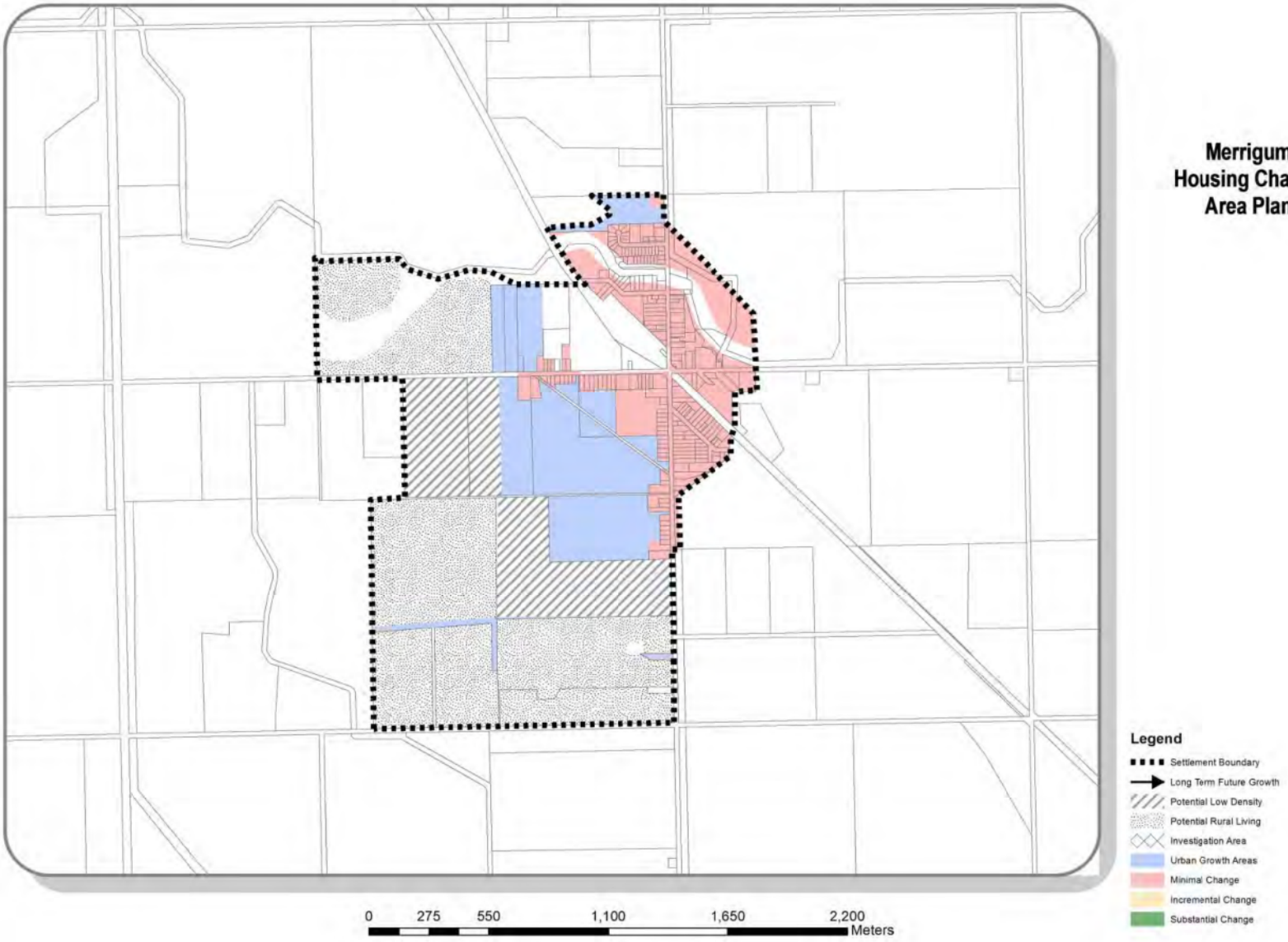
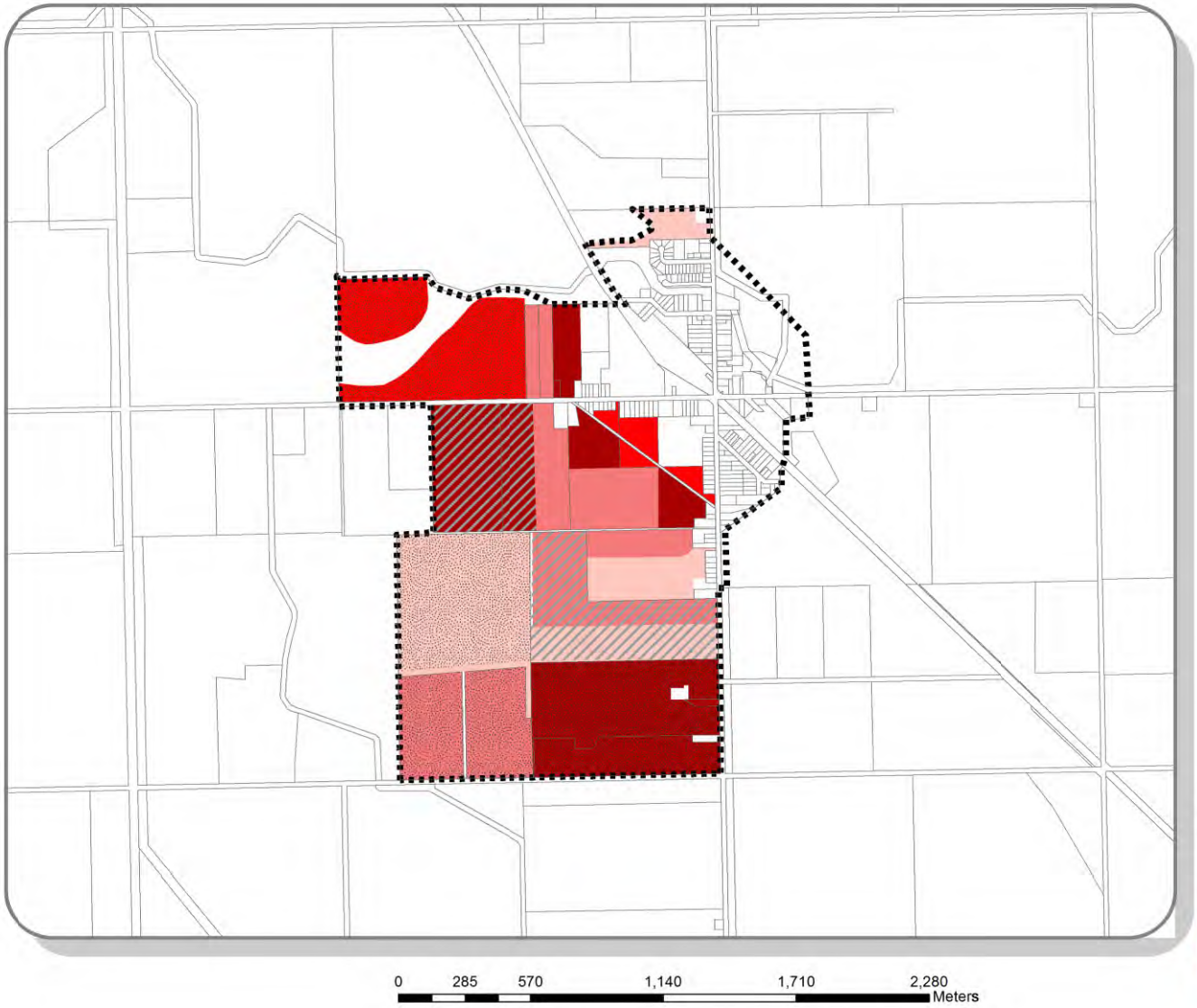
- Long Term Future Growth
- Potential Low Density
- Potential Rural Living
- Investigation Area
- Urban Growth Areas
- Minimal Change
- Incremental Change
- Substantial Change


Murchison
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
425
850
1,700
2,550
3,400
Meters


Undera
Housing Change
Area Plan
Legend
Settlement Boundary
Long Term Future Growth
Potential Low Density
Potential Rural Living
Investigation Area
Urban Growth Areas
Minimal Change
Incremental Change
Substantial Change
0
185
370
740
1,110
1,480
Meters

Undera
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
195
390
780
1,170
1,560
Meters


Merrigum
Housing Change
Area Plan
Legend
Settlement Boundary
Long Term Future Growth
Potential Low Density
Potential Rural Living
Investigation Area
Urban Growth Areas
Minimal Change
Incremental Change
Substantial Change
0
275
550
1,100
1,650
2,200
Meters

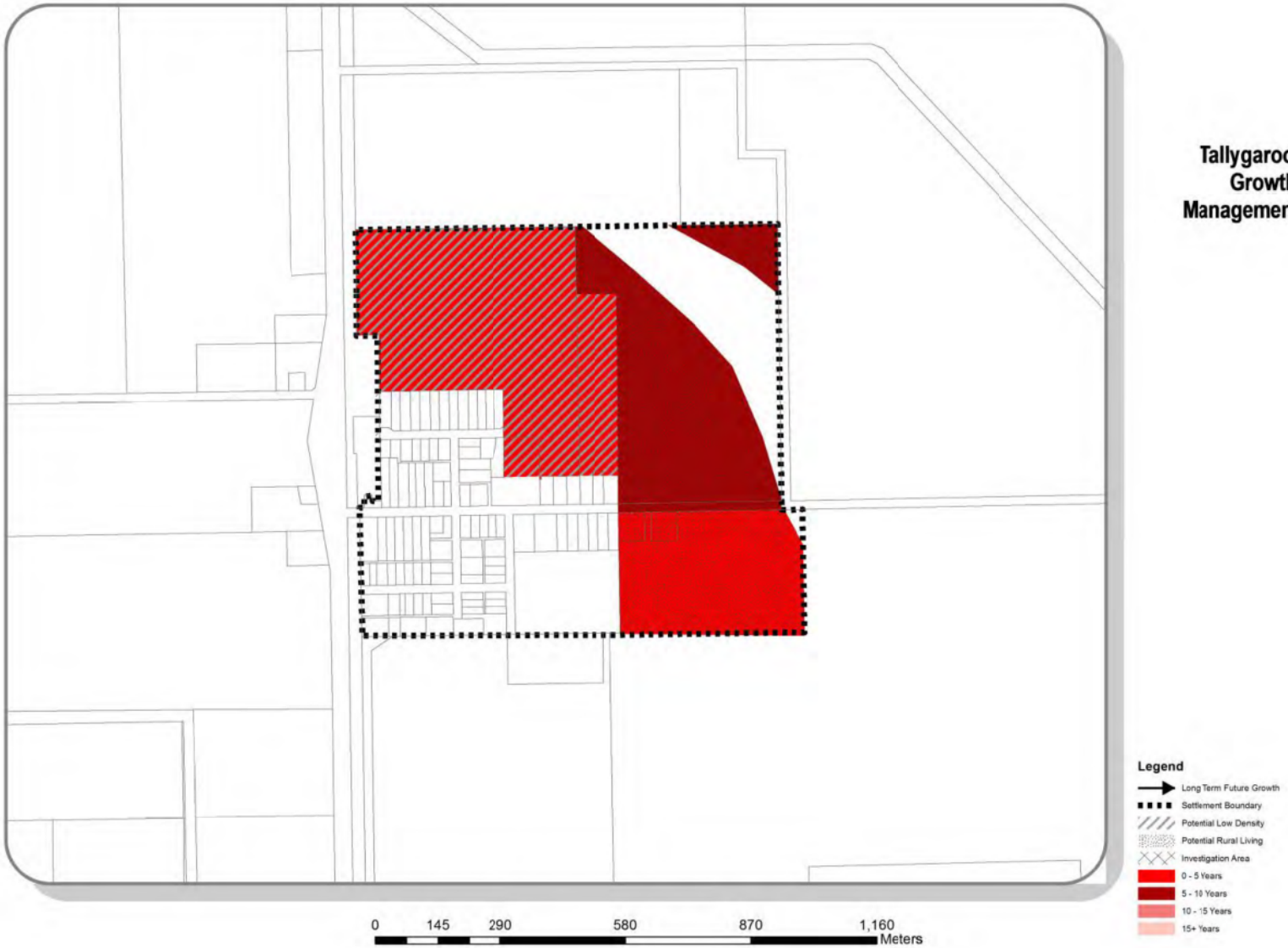


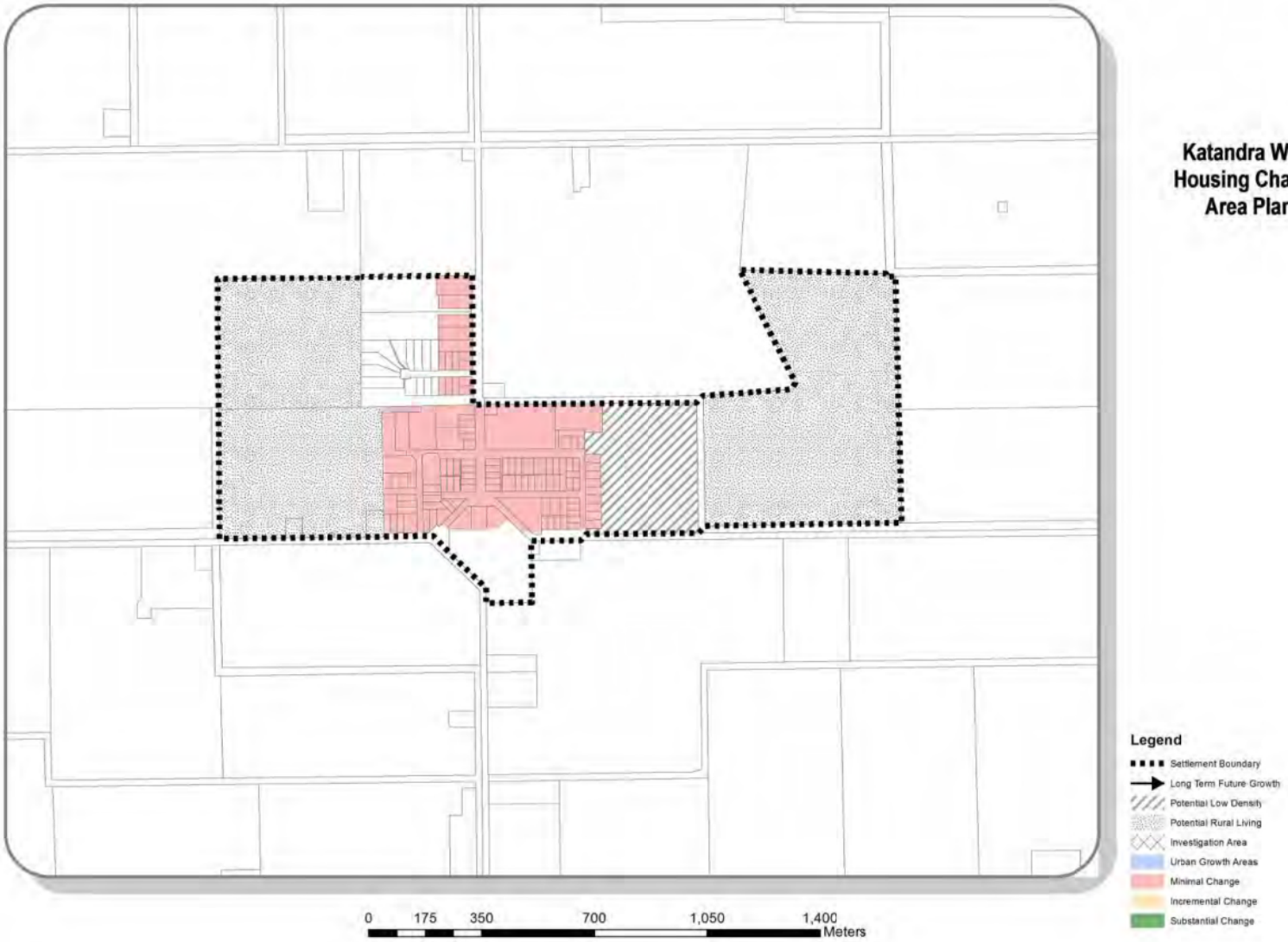

**Merrigum Growth Management Plan**

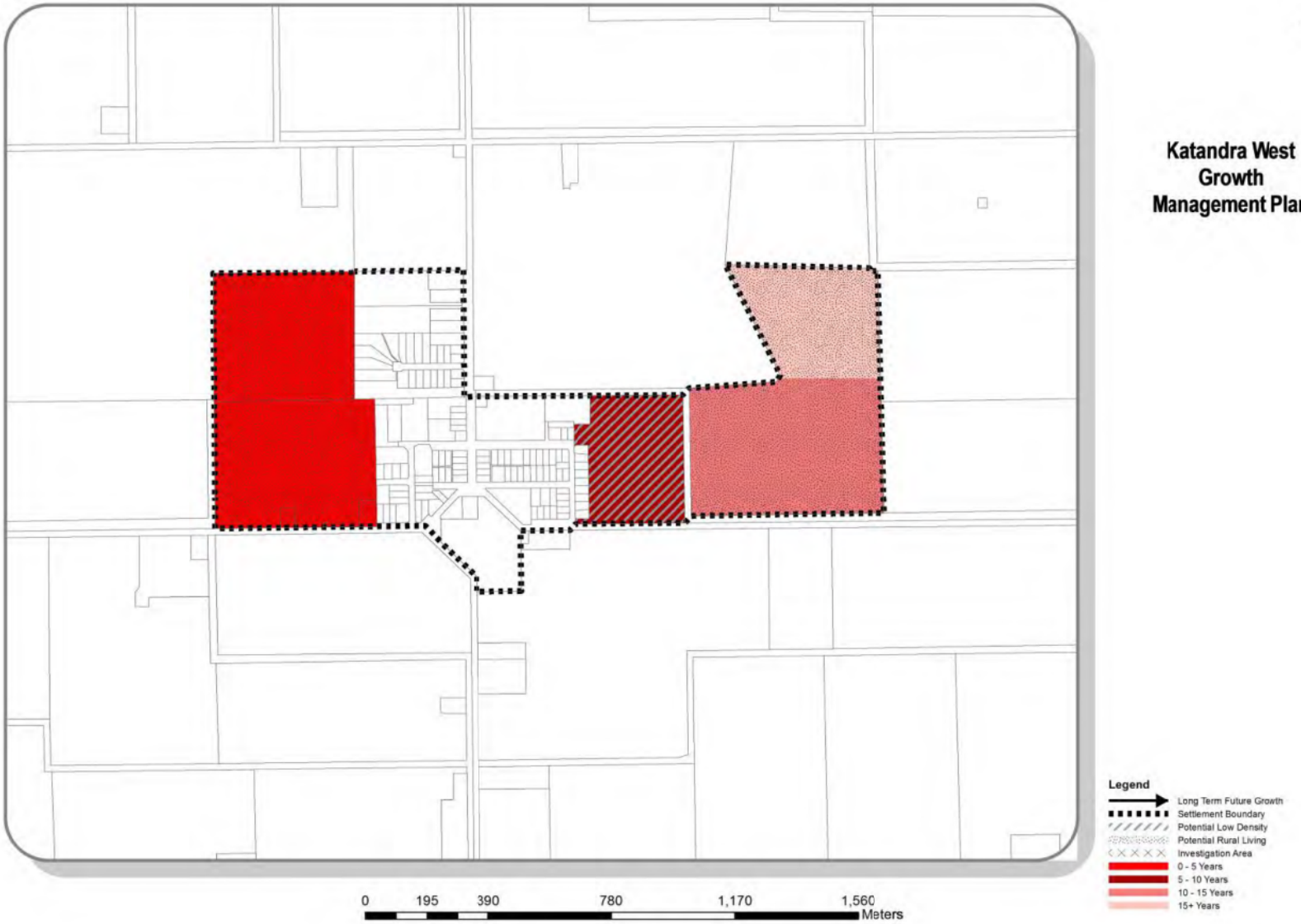
**Legend**

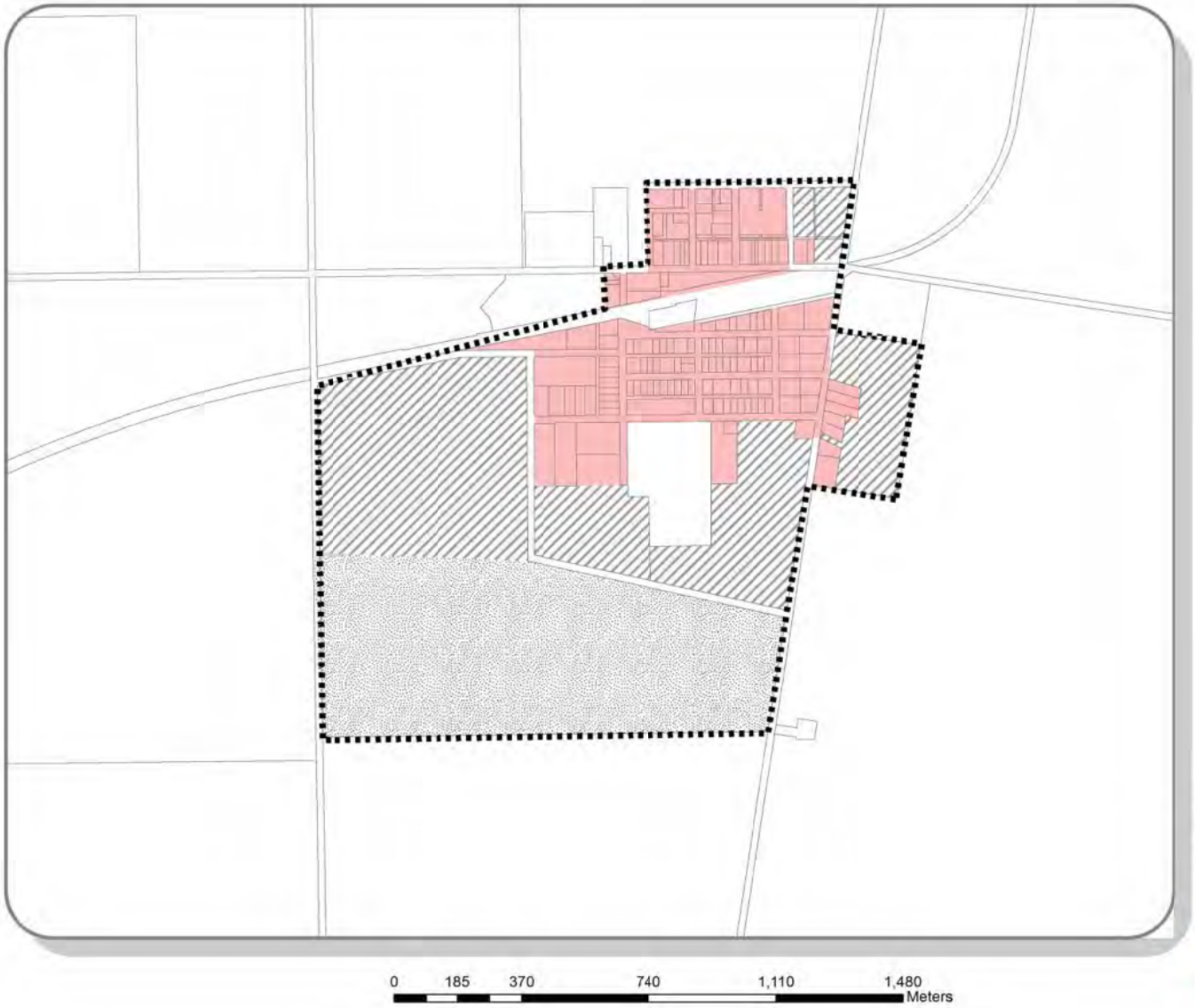
- Long Term Future Growth
- Settlement Boundary
- Potential Low Density
- Potential Rural Living
- Investigation Area
- 0 - 5 Years
- 5 - 10 Years
- 10 - 15 Years
- 15+ Years

Tallygaroopna
Housing Change
Area Plan
Legend
Settlement Boundary
Long Term Future Growth
Potential Low Density
Potential Rural Living
Investigation Area
Urban Growth Areas
Minimal Change
Incremental Change
Substantial Change
0
137.5
275
550
825
1,100
Meters


Tallygaroopna
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
145
290
580
870
1,160
Meters


Katandra West
Housing Change
Area Plan
Legend
Settlement Boundary
Long Term Future Growth
Potential Low Density
Potential Rural Living
Investigation Area
Urban Growth Areas
Minimal Change
Incremental Change
Substantial Change
0
175
350
700
1,050
1,400
Meters

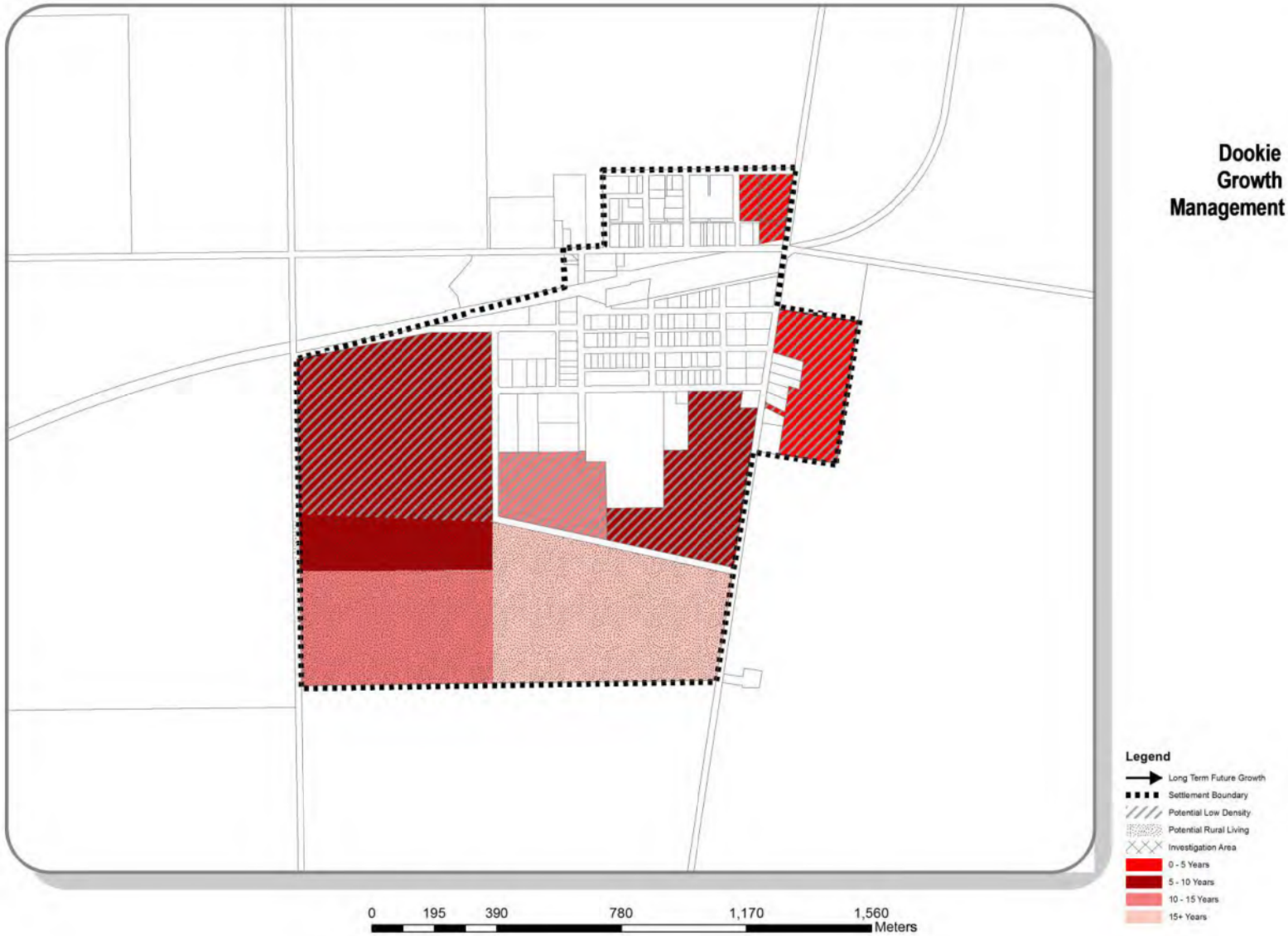

Katandra West
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
195
390
780
1,170
1,560
Meters

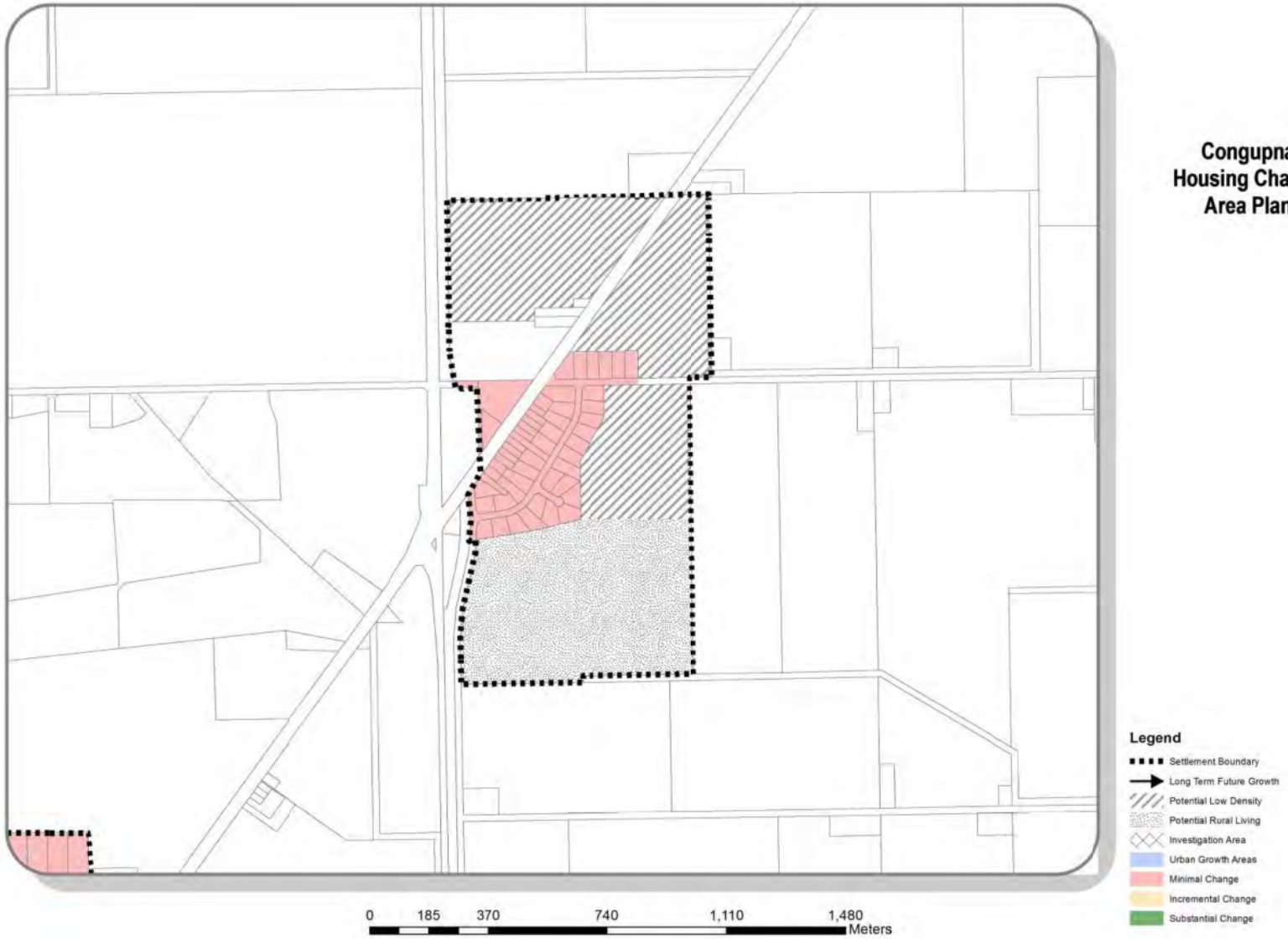



## Dookie Housing Change Area Plan

**Legend**

- Settlement Boundary
- Long Term Future Growth
- Potential Low Density
- Potential Rural Living
- Investigation Area
- Urban Growth Areas
- Minimal Change
- Incremental Change
- Substantial Change


Dookie
Growth
Management Plan
Legend
Long Term Future Growth
Settlement Boundary
Potential Low Density
Potential Rural Living
Investigation Area
0 - 5 Years
5 - 10 Years
10 - 15 Years
15+ Years
0
195
390
780
1,170
1,560
Meters




## Congupna Housing Change Area Plan

**Legend**

- Settlement Boundary
- Long Term Future Growth
- Potential Low Density
- Potential Rural Living
- Investigation Area
- Urban Growth Areas
- Minimal Change
- Incremental Change
- Substantial Change

## Congupna Growth Management Plan

**Legend**

- Long Term Future Growth
- Settlement Boundary
- Potential Low Density
- Potential Rural Living
- Investigation Area
- 0 - 5 Years
- 5 - 10 Years
- 10 - 15 Years
- 15+ Years

# 6.0 Implementation

The implementation of the GSHS will require a strong and co-ordinated effort lead by the Council and staff of the City of Greater Shepparton. This effort will require the Council and a number of State departments, agencies and service delivery authorities to all contribute and co-operate in the process. It will also require the cooperation, contributions and understanding of the community and those who are developing the land.

In ensuring the achievement of Greater Shepparton's housing goals, an implementation program has been created. This program sets out the governance, monitoring and evaluation framework, actions, mechanisms and funding streams required to realise the vision and objectives of the GSHS and ensure the orderly and efficient future development of the municipality.

## 6.1 Governance Framework

Effectively implementing the GSHS will require a positive, proactive and strategic approach to planning and development. Designating a person responsible for coordinating and managing the necessary housing initiatives and policy is seen as an essential step in ensuring the GSHS is actually implemented. It will also signal to the community and development industry that the Council is committed to improving housing delivery in the municipality.

Throughout the year, the monitoring of the Greater Shepparton Housing Strategy Framework is to be supported by a working group – The Housing Delivery Working Group – set up and lead by the person designated by the Manager of Planning and Development.

This person -The Housing Delivery Coordinator -is responsible for ensuring that the implementation actions are achieved in an appropriate manner and that decision makers, the community and developers alike are 'on-board' and informed of the processes and changes along the way-ensuring the monitoring and evaluation of the actions occurs.

The Housing Delivery Coordinator will report to the Housing Delivery Working Group to ensure that targets are met through the delivery and coordination of the actions identified in this Strategy. The Housing Delivery Working Group will be comprised of Councillors, Council staff, appropriate stakeholders, service providers and State Government representatives.

The primary purpose of the working group is to improve the quality of information collected and reported through the Monitoring and Evaluation Framework (modelled on the Urban Development Program see section 6.2) and to assist the council to:

- Build on the data in this 2009 Greater Shepparton Housing Strategy and its supporting documents and ensure there is an up-to-date, comprehensive and common understanding of the supply and demand of residential land;
- Identify potential supply shortfalls or affordability pressures and their possible causes;
- Ensure all the actions of the GSHS are reviewed and there implementation or the need to alter them is reported on; and
- Recommend actions that could be taken to address identified shortfalls

The creation of the Housing Delivery Coordinator position within the Council may require additional funding from external sources. The Housing Delivery Coordinator is to report to both the Council and the Housing Delivery Working Group. The Housing Delivery Working Group should meet on a regular basis to ensure informed direction setting and decision making.

## 6.2 Monitoring and Evaluation Framework

Essential to the process of setting objectives, strategies and actions is a framework for the monitoring of ongoing changes that impact on these objectives and ensuring that there is a mechanism for monitoring the changes over time and evaluating the results of strategies and actions.

Below is a diagram of the activity cycle which shows the annual activities that need to occur. It is expected that they would be refined as the process is implemented.

**Figure 8 : Urban Development Program annual activity cycle**

DAVID LOCK ASSOCIATES

It is proposed that such a framework and evaluation method for the strategy should be modelled on the Victorian State Urban Growth Program. Following is the basis of the framework.

This framework is an adaptation from the Victorian Urban Growth Program as presented in the program's 2006 annual report.

The framework relies on a number of activities occurring in order, each of which informs the next activity. The activities would occur on a regular/cyclic basis (it is suggested this is initially annually [see Figure 9] but could be reviewed according to outcomes) to ensure monitoring of both the key component of tracking land supply and demand and tracking the actions recommended by the GSHS. The framework will involve a number of activities, which have been grouped into 4 key groups and outlined below:

**Activity One**
Conduct land development status consultations with developers and infrastructure agencies, and combine this with Council data that tracks development in order to ascertain supply and demand trends, identify existing and potential land stocks, identify likely development yields and indicative staging of development.

**Activity Two**
From the consultations and data Council has collected (as mentioned earlier in section 6.1 there is a need for Council to build on existing data in this strategy and background reports and improve systems for capturing and recording data from ongoing and future development) a bulletin is to be prepared for public consultation that gives an overview of the findings. Included in this bulletin is a report on any shortfalls and pressures identified in implementation of the GSHS and what is being done to address them.

**Activity Three**
Following public comment housing forums are to be conducted to discuss the bulletin. It is intended an agreed view on existing and future land availability is reached. The forums are to include all industry stakeholders including developers, the Council departments, housing authorities with a direct involvement and servicing authorities.

This exchange allows all forum participants to have access to, and contribute to, the information available to the Council to assess residential land supply and the factors influencing housing in the Municipality.

Further, the forum will provide input and feedback on the progress of the GSHS actions, and in so doing, increase both the accuracy and completeness of data. Information obtained from the development forums will assist the Council in refining its assessment of land supply and refine and direct what if any action needs to occur.

**Activity Four**
A report will be prepared compiling information and feedback received from the forums and community and provided to the Council annually. This will then be made publicly available via an information sheet. The information sheet will include up to date information on supply and demand and the progress and evaluation of the GSHS. Further the report will detail actions and targets set for the following year.

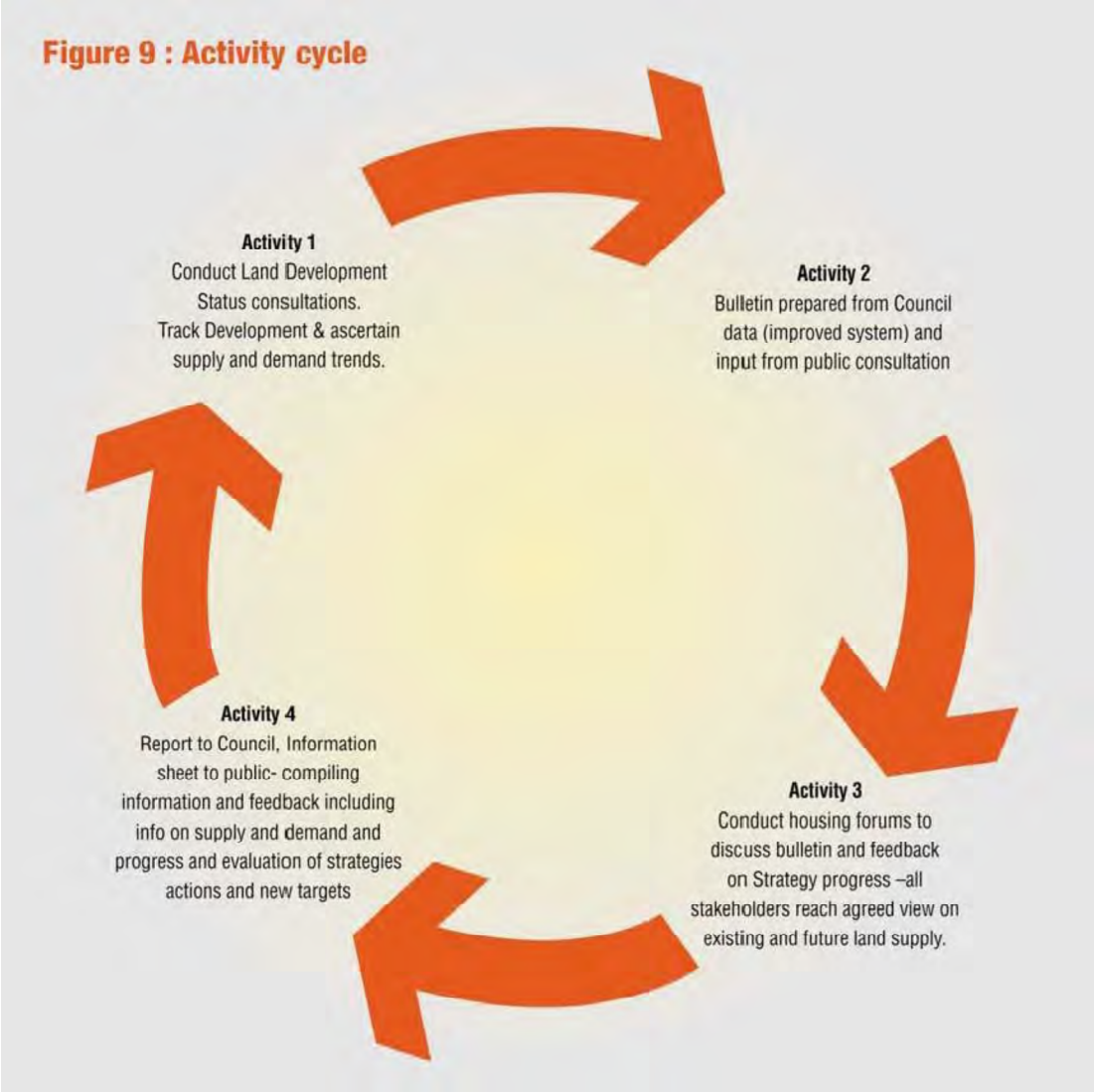


Figure 9 : Activity cycle
Activity 1
Conduct Land Development Status consultations. Track Development & ascertain supply and demand trends.
Activity 2
Bulletin prepared from Council data (improved system) and input from public consultation
Activity 3
Conduct housing forums to discuss bulletin and feedback on Strategy progress –all stakeholders reach agreed view on existing and future land supply.
Activity 4
Report to Council, Information sheet to public- compiling information and feedback including info on supply and demand and progress and evaluation of strategies actions and new targets

## 6.3 Actions and Timeframes

The GSHS identifies a series of actions for implementing the housing vision, strategic directions and objectives. There are three action categories:

1. Immediate Actions;
2. Process and Policy Development Actions; and
3. Investigation Actions.

Assigning timeframes to these actions will help ensure the orderly future development of Greater Shepparton.

The parties responsible for the delivery of the GSHS have been grouped into the following categories:

- Council (C)
- State Government Agencies/ Service Providers (SG)
- Private Service Providers (P)
- Developers (D)

In reality there may be some overlap in the responsibility where, for instance, the Council may request that the structure planning of a large development area be undertaken by a private sector developer.

The timeframe for each action has been identified and grouped into the following categories:

- Immediate (I) - commenced in 6 months
- Medium Term (M)- commenced within 12months
- Longer Term (LT)commenced within three years

In determining the timeframe of the housing actions, a number of criteria have been used which include:

- their effectiveness in meeting the housing needs of Greater Shepparton
- their effectiveness in meeting the strategic goals of the GSHS
- their chronological importance in the development process
- their time and cost effectiveness
- the timing of associated development or infrastructure works
- their capability of implementation

The actions of the GSHS have been grouped in a series of implementation tables via categories as specified above, each identifying who will be responsible for each action and the level of priority with which they should be executed and estimated costing where possible.

The following tables provide a clear plan of action that can be used by the Council and/or the Housing Delivery Coordinator, while also allowing the community to better understand the future direction of housing in Greater Shepparton.

## 6.3.1 Implementation by Action Category Immediate Actions

| Action | Description | Responsibility | Timeframe |
|---|---|---|---|
| A.A1 | Adopt the proposed GSHS Change Area Plans via a Planning Scheme Amendment as guidelines for housing development | C | I |
| A.A2 | Replace the existing framework plans in the Planning Scheme via a Planning Scheme Amendment with new plans showing areas for future residential development based on the GSHS Growth Management Plans. | C | I |
| A.A3 | Facilitate rezoning of land in accordance with the Growth Management Plans when appropriate. | C | I |
| B.A1 | Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – being the protection of the natural environment; achieving water sensitive urban design; improved housing design standards; integration of transport; and increased connectivity. | C | I |
| C.A1 | Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – improving safety of neighbourhoods; creating usable open / natural spaces; and encouraging space for food production. | C | I |
| D.A1 | Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – encouraging diverse and affordable housing; providing housing mix in areas accessible to amenities, services and facilities; and providing housing for people with special needs. | C | I |
| E.A1 | Update MSS via Planning Scheme amendment to reflect the key strategies outlined in this objective – establishing Council's leadership role; providing incentives to meet outcomes of the GSHS; and development education programs. | C | I |
| E.A2 | Establish a person or group responsible for implementing the strategies and actions of the GSHS. | C | I |

## Process and Policy Development Actions

| Action | Description | Responsibility | Timeframe |
|---|---|---|---|
| A.A4 | Facilitate and/or prepare Outline Development Plans and Development Contribution Plans or equivalent for significant expansion areas to ensure that the strategies of the GSHS are implemented. | C | M |
| A.A5 | Identify key indicators for monitoring housing trends including development of linkages between the permit approval system and the GIS database to facilitate the collation of permit data for monitoring of key housing trends. | C,P | M |
| A.A6 | Identify 'supply triggers' for development based on land take-up rates that indicate when the identification and planning of new land should commence. | C,P | M |
| A.A7 | Identify opportunities to integrate the identification of community needs into the strategic planning process. | C | I |
| A.A8 | Work with infrastructure providers to ensure that servicing infrastructure requirements are incorporated into their planning processes. | C,SG | I |
| B.A4 | Develop and integrate into the planning process a connectivity assessment tool such as a Connectivity Index to require a minimum level of connectivity in all residential neighbourhoods. | C | M |
| B.A5 | Identify opportunities and develop guidelines that provide for the coordination of land use planning and transport including: a) road building standards that allow access and sufficient room for the turning and manoeuvring of buses b) bus stops that are strategically and safely located to provide convenient access to the most amount of people, and c) encouragement of a range of transport modes. This should utilise DOT guidelines, the Infrastructure Design Manual and other relevant resources | C, SG, D | M |
| B.A6 | Develop local policy that restricts inappropriate development within, and immediately surrounding areas which are liable to flooding. | C | M |
| C.A2 | Promote safety by working with community and local police to assess safety in existing neighbourhoods and develop recommendations for addressing them. | C, SG | M |
| C.A3 | Prepare an open space strategy to identify future open space requirements and develop strategies for creating an open space network. This should include design guidelines to ensure open space is attractive, accessible and safe. | C, P | M |
| C.A4 | Inventory existing footpath / cycle networks; identify strategic improvements to enhance accessibility and plan for future key footpath and bicycle links in future residential areas. This should include updating of the existing Bicycle Strategy. | C,P | M |
| C.A5 | Revise road construction standards to include dual sided footpaths on all roads and bicycle path provision on major roads in accordance with the Infrastructure Design Manual. | C,SG,P | M |
| D.A2 | Identify opportunities for (re)development at increased densities to create a diversity of housing options. | C,P | M |
| D.A3 | Adopt a mandatory lot size mix or for new residential subdivisions appropriate for particular locations. | C,D,P | M |
| D.A4 | Strengthen the relationship with key stakeholders including developers and local housing associations to create housing affordability. | C,D,P | M |
| D.A5 | Identify development opportunities for special housing types such as aged care in appropriate locations. | C,P | M |
| E.A3 | Develop a community education program to inform residents about sustainable living practices, housing innovations and local resources. | C,P | I |
| E.A4 | Host workshops with local developers which invite a range of speakers regarding housing innovations, practices and sustainability. | C,D,P | M |
| E.A5 | Conduct professional development programs for the Council officers which includes information and skills with housing innovations | C,P | M |

## Investigation Actions

| Action | Description | Responsibility | Priority |
|---|---|---|---|
| A.A9 | Investigate variations to Rescode to reflect Housing Change Areas. | C | LT |
| A.A10 | Investigate opportunities for the continued improvement of the residential development assessment process. | C | LT |
| A.A11 | Investigate different Zone options for implementation in growth areas. | | |
| B.A5 | Investigate options for reusing and treating water in new developments to minimise water consumption and the impacts of runoff. This should be done in conjunction with infrastructure authorities | C,SG,P | M |
| B.A6 | Investigate means through which housing design could be influenced to achieve improved standards of ecologically sustainable development. | C | LT |
| B.A7 | Investigate the introduction a minimum environmental performance rating for all new dwellings as measured by an adopted rating tool. | C,P,D | LT |
| C.A6 | Investigate issues of food security in the municipality and identify ways to address them. | C | LT |
| C.A7 | Investigate how safety can be improved through neighbourhood and housing design. | C | LT |
| C.A8 | Investigate means to improve the usability and function of the open space network including potentially increasing the minimum open space contribution in new residential developments, and/or the more innovative use of space such as for community food production areas. | C | LT |
| D.A6 | Investigate opportunities for partnering with local private housing developers to deliver a best-practice housing development which present opportunities to create environmentally friendly housing and / or increase the affordable housing stock. | C,D | LT |
| D.A7 | Investigate the feasibility of adopting local policies relating to affordable housing. This may include a policy – supported by State Government Policy - which means-tests people to qualify for housing assistance or incorporates an inclusionary zoning policy into the Planning Scheme. | C,SG,D | M |
| D.A8 | Investigate how Council can assist in maximising funding for housing affordability initiatives | C,SG,D | LT |
| D.A9 | Investigate adopting local policy for special housing type development in existing neighbourhoods to facilitate their delivery. | C | LT |
| E.A6 | Investigate various incentives (such as awards) that can be used to encourage developers to deliver desired housing development including eco-friendly housing and neighbourhood models. | C,SG,D | LT |
| E.A7 | Investigate opportunities for partnerships to promote examples of environmentally friendly housing projects. | C,SG,D,P | LT |