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1.0 INTRODUCTION

- 1.1 The purpose of the Key Issues Paper (KIP) is to provide a summary of the key issues facing housing in the City of Greater Shepparton.
- 1.2 Relevant regional and local planning policy and other documentation is outlined to help establish directions and considerations, in terms of land use and housing in the region. This will help provide the context for further housing development in Greater Shepparton.
- 1.3 Using recently published Australian Social Trends and other sources, the KIP attempts to identify some of the key issues and trends within the wider social, economic and environmental framework that have potential to influence housing demand and supply at a local level.
- 1.4 The KIP provides a summary of the key themes and issues raised during the initial public consultation exercise undertaken during September to November 2007. The consultation exercise aimed to garner a preliminary understanding of local housing issues from both a technical and community perspective.

2.0 PLANNING POLICY CONTEXT

This chapter provides a summary of the relevant planning policy context in which the Housing Strategy will be prepared. The chapter reviews all levels of policy including State and Local level.

State Planning Policy Framework

- 2.1 The SPPF seeks to ensure that the objectives of planning in Victoria (as set out in Section 4 of the Planning and Environment Act 1987) are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.
- 2.2 The SPPF is contained in Clauses 11-19 of the Greater Shepparton Planning Scheme and must be taken into account by Council in making planning decisions and administering their respective area.
- 2.3 **Clause 11.03-1: Settlement** states that “*planning is to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.*”
- 2.4 **Clause 11.03-6: Social Needs** stipulates that planning should recognise social needs through the provision of land for a range of accessible community resources, such as affordable housing, places of employment, open space, and education, cultural, health and community support facilities. Land use and development planning must support the development and maintenance of communities with adequate and safe physical and social environments for their residents, through the appropriate location of uses and developments and quality of urban design.
- 2.5 While generally applicable to Metropolitan Melbourne, elements of **Clause 12: Metropolitan Development** are relevant to regional municipalities such as Greater Shepparton. Relevant policies under this Clause include promoting a more compact city through increased residential densities, concentrating new development into activity centres and promoting good neighbourhood design and character.
- 2.6 In relation to the planning of “regional cities”, strategic planning policy seeks to encourage the delivery of an adequate supply of land for housing and industry to meet forecast growth.
- 2.7 The objective of **Clause 14.01 Urban Settlement** is to ensure a sufficient supply of land is available for residential, commercial, industrial, institutional and other land uses. Planning authorities should plan to accommodate projected population growth over at least a 10 year period. In doing so, opportunities for redevelopment and intensification of existing urban areas as well as the limits of land capability and natural hazards, environmental quality and the costs of providing infrastructure must be taken into account.
- 2.8 **Clause 15: Environment** states that when planning for urban development, authorities must take into account flooding, catchment protection, biodiversity, native vegetation and habitat protection. It also encourages the development of integrated public open space and the protection of heritage places and features.
- 2.9 **Clause 16: Housing** relates specifically to residential development. With regards to single dwellings, it encourages development in locations that have access to physical and community infrastructure and are cost effective in the use of infrastructure,

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- energy and water. Clause 16.01 – 1 also seeks to encourage opportunities for increased residential densities to help consolidate urban areas.
- 2.10 In relation to “*medium density housing*”, the Clause encourages well designed housing which respects the neighbourhood character; improves housing choice; makes better use of existing infrastructure; and improves the energy efficiency of housing.
- 2.11 In relation to “*rural living and rural residential development*” the Clause seeks to identify land suitable for rural living and rural residential development. In accord with Minister’s Direction No 6 - Rural Residential Development, land should only be zoned for rural living where it is located close to existing towns and urban centres, but not in areas that will be required for fully serviced urban development. Also, land should not be zoned for rural living or rural residential development if it will encroach on high quality productive agricultural land.
- 2.12 In relation to “*affordable housing*”, the Clause seeks to deliver more affordable housing closer to jobs, transport and services through the following strategies;
- Ensuring land supply continues to be sufficient to meet demand;
 - Increasing choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities; and
 - Promoting good housing and urban design to minimize negative environmental impacts and keep down costs for residents and the wider community.
- 2.13 **Clause 17: Economic Development** addresses a number of themes that are of relevance to the development of the Housing Strategy. In relation to industry the Clause establishes that industry should be protected from the encroachment of residential and other sensitive uses. In relation to agriculture the Clause seeks to prevent the loss of productive agricultural land.
- 2.14 In relation to airfields, the **Clause 18: Infrastructure** requires that planning for areas around airfields should preclude development that will compromise the safety or efficiency of an airfield or prejudice future operation or growth.
- 2.15 In relation to water supply, sewerage and drainage, the Clause requires that the provision of this infrastructure efficiently and effectively meet the community’s needs and protects the environment.
- 2.16 Clause 18 also provides the opportunity for Councils to prepare development contributions plans as a mechanism for requiring developers to contribute to the cost of providing infrastructure.
- 2.17 **Clause 55 Two or More Dwellings on a Lot and Residential Building** aims to encourage residential development that is responsive to the site and the neighbourhood.
- 2.18 **Clause 56 Residential Subdivision** provisions apply to an application to subdivide land in the Residential 1 Zone, Residential 2 Zone, Residential 3 Zone, Mixed Use Zone or Township Zone and any Comprehensive Development Zone or Priority Development Zone that provides for residential development.

Minister's Direction No 6 - Rural Residential Development

- 2.19 Any planning scheme amendment that allows rural residential development is subject to Minister's Direction No 6. In this context, "rural residential development" is defined as:

"The subdivision of land into one or more lots which have an area of between 0.4 hectare (4,000m²) and 2 hectare (20,000m²) if the lot or lots are primarily intended for a residential use; or The construction of a detached house on a vacant lot which has an area of between 0.4 ha and 2 ha.

- 2.20 The Direction requires that relevant planning scheme amendment proposals comply with a range of principles and address a range of factors. Any proposed rural residential rezoning must comply with the SPPF, LPPF and Regional Catchment Strategy, and must not increase the supply of rural residential land to more than that required to meet a 10 year demand.
- 2.21 In addition the amendment must address a range of local and site factors including: land use compatibility; resource protection; landscape and heritage values; health and hazard; and infrastructure and social services.

Municipal Strategic Statement (MSS)

- 2.22 The Council's MSS is located in Clause 21 of the Greater Shepparton (GS) Planning Scheme. It is a concise statement of the key strategic planning, land use and development objectives for the Municipality and the strategies and actions for achieving the objectives. It provides the strategic basis for the application of the zones, overlays and particular provisions in the GS Planning Scheme and for decision making by Council.
- 2.23 **Clause 21.01** outlines the Municipal Profile for Greater Shepparton describing how the municipality is growing rapidly. It highlights the significant contribution made by the municipality to Victoria's agricultural productivity.
- 2.24 The confluence of the Goulburn and Broken Rivers at Shepparton forms an extensive riverine forest as the major environmental feature of the municipality. Ninety-seven percent of native vegetation has been lost through a long history of clearing for agriculture and other purposes, rising water tables and general environmental degradation. Most remnant native vegetation is in poor condition.
- 2.25 The loss of agricultural land due to salinity, rising ground water and urban encroachment, is a significant threat to the future of the area along with drainage problems, flooding and declining water quality.
- 2.26 **Clause 21.02: Key Influences and Issues** identifies key influences at a national, state, regional and local level. Relevant influences at all levels can be summarised below:
- Immigration policy and attracting skilled labour to meet current and future demands will be important;
 - The ageing population and decreasing fertility rates will present challenges, with pressure on maintaining an acceptable standard of living in the nation;
 - The environmental consequences of global warming and climate change, could lead to the increased frequency and severity of drought and flood conditions.

The availability and management of water is among the highest priorities and challenges facing the Greater Shepparton Community;

- Population growth and decline in cities and regional centres will be influenced by population shifts, both inter and intra state. Lifestyle opportunities for retirees and providing diversity of landscapes and the “sea change” and “tree change” influences will have the biggest impact on regional communities as will be the location of jobs for a skilled labour force;
- Competition between regional centres for community health and education services and facilities, and regional infrastructure investment in cities will be significant and success will be with those communities able to overcome infrastructure barriers;
- The Melbourne 2030 policies of containment will result in the land price differential between metropolitan and regional areas widening to the advantage of regional centres;
- The influence of the indigenous population will continue to be important to acknowledge and plan with for the improvement of opportunities for the indigenous community;
- Public transport and access to outlying communities;
- Land use strategies that provide for growth, whilst also protecting the quality of agricultural land and encouraging the sustainable use of natural resources such as land, water, air and biodiversity will be increasingly important.
- There is an increased need to recognize and address the social and economic impacts on the community which may be encountered as Greater Shepparton continues to develop as a major regional city.

2.27 **Clause 21.03: Vision, Sustainability Principles and Strategic Directions** includes five strategic directions to be pursued to achieve the Council's Land Use Planning and Development priorities;

- Settlement, Housing and Urban Design - Commitment to growth within a consolidated and sustainable development framework;
- Community Life - Enhance social connectedness, physical and mental health and well being, education and participatory opportunities in order to improve liveability and provide a greater range of community services;
- Environment - conservation and enhancement of significant natural environments and cultural heritage;
- Economic Development - Promote economic growth, business development and diversification, with a focus on strengthening the agricultural industry; and
- Infrastructure - The provision and re-structure of urban and rural infrastructure to enhance the performance of the municipality and facilitate growth.

2.28 **Clause 21.04: Settlement, Housing and Urban Design** identifies a number of issues relating to housing and recognizes that a key challenge for Council is to facilitate the appropriate and timely release of residential land to meet projected growth. Also, there is a need for the greater provision of the following housing types:

- Medium density housing in proximity to services;
- Independent living units;
- Retirement villages, which may be co-located with supported living dwellings;

- Serviced apartments;
 - Supported residential units; and
 - Residential aged care.
- 2.29 It estimates the majority of additional growth by 2030 will be accommodated in the urban area of Shepparton and Mooroopna, with the remaining growth being throughout Greater Shepparton's other town centres.
- 2.30 The current mix of housing provision is determined to be:
- Medium Density Dwellings (400 m² per lot) - 5% of dwelling stock;
 - Conventional Dwellings (typically 800 m² per lot) -70% of dwelling stock; and
 - Low density Dwellings (2000 m² per lot) - 25% of dwelling stock.
- 2.31 DSE population forecasts (2004) estimated the need for an additional 13,154 dwelling in the urban areas of Shepparton and Mooroopna. This will require approximately 1,057 additional hectares of residentially zoned land and assumes a shift in the mix of housing provision to:
- Medium Density Dwellings 20% of dwelling stock (up from 5%);
 - Conventional Dwellings 60% of dwelling stock (down from 70%); and
 - Low density Dwellings 20% of dwelling stock (down from 25%).
- 2.32 Council is concerned to ensure that the demand for low density and rural living environments is tempered by greater concern to protect natural features, the productive capacity of soils, areas of native vegetation, efficient provision of services and reduced dependence on fossil fuels to access facilities.

Local Planning Policies

- 2.33 Local Planning Policies of particular relevance to the Housing Strategy include;
- **22.03 Goulburn Valley Highways Environs Policy** - This policy applies to the use and development of land within 100 metres of Goulburn Valley Highway and any Public Acquisition Overlay identified in Planning Scheme Amendments reserving land for a new alignment of the Goulburn Valley Highway and associated access restoration purposes.

Zones and Overlays

Zones

- 2.34 For the Purposes of this study, there are a number of zones currently used in the City of Greater Shepparton Planning Scheme. These zones are the primary zones for residential use and include;
- Township Zone (TZ);
 - Residential Zone 1 (R1Z);
 - Low Density Residential Zone (LDRZ);
 - Rural Living Zone (RLZ); and
 - Farming Zone.

Overlays

- 2.35 The flood zone and overlays of relevance to this study are the Urban Floodway Zone (UFZ), Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO). Both the UFZ and FO identify active and important flood conveying areas. Areas zoned as

UFZ carry with them restrictions on land use and development. FO areas are largely discretionary with developments assessed on performance based criteria. The Land Subject to Inundation Overlay identifies remaining flood prone areas.

Greater Shepparton 2030 Strategy Plan

- 2.36 The Greater Shepparton 2030 Strategy Plan was adopted by Council in 2006 and is meant to serve as ‘a blueprint for building sustainable economic activity and maximizing the quality of life in the municipality over the next 30 years’. The plan serves as the basis for the MSS in the City of Greater Shepparton Planning Scheme.
- 2.37 A number of principles were developed as part of the strategy to promote sustainable development and include:

Principle	Outcome
Sustainability	Sustainable economic, social and environmental development
Innovation	Commitment to finding new solutions
Partnership and Inclusiveness	Collaboration with others and considerations of their needs and aspirations
Leadership	Leadership and encouragement of/in others
Equity	Fairer access to benefits of growth and change
Adaptability	Planning to change and being adaptable when faced with it
Integrated Planning	Planning and implementation of actions undertaken through an integrated planning process

- 2.38 As part of the plan a number of Background papers were prepared including the ‘*Background and Analysis Report No. 2: Settlement & Housing*’ which established a number of strategic objectives for this sub-topic. These include:
 - Objective 1: To provide for sufficient suitable additional land for urban growth until 2030;
 - Objective 2: To release land efficiently in terms of location, supply of services and infrastructure;
 - Objective 3: To contain urban growth to identified growth areas in order to protect higher quality and intact agricultural areas and achieve a more compact built up area; and
 - Objective 4: To provide convenient access to a range of activity centres and employment opportunities that can serve the expanded municipality.

Amendment C69 Panel Submission

- 2.39 In October 2005, Amendment C69 was exhibited to implement the *Greater Shepparton 2030 Strategy Plan*. The Panel Report was published in August 2006.
- 2.40 One of the critical issues in the panel review was the proposed town boundaries. The *Greater Shepparton 2030 Strategy Plan* proposed a strategic development framework covering the whole municipality and the main city centres of Shepparton, Mooroopna and Kialla. The intention was to articulate the broader concept of urban growth and ‘*provide long term defensible boundaries for urban use and growth*’. The

Panel concluded that the urban boundaries for the overall Framework Plan for these centres were appropriate.

2.41 The Panel concluded that for several of the townships the town / settlement boundary should follow the current township / urban zoned land for the following towns:

- Congupna;
- Katandra;
- Tallygaroopna;
- Tatura;
- Merrigum;
- Murchison; and
- Undera.

2.42 The Panel also strongly recommended the consideration of potential rural residential uses in the context of an integrated strategy rather than on a site by site basis.

2.43 The Panel concluded that the strategic future of the townships will be considered as part of the comprehensive and integrated Residential Land Supply and Housing Strategy for the municipality.

Mooroopna West Growth Corridor Outline Development Plan (MWCODP)

2.44 The MWCODP is approximately 329 hectares and is bounded by the established township area situated on the western side of Echuca-Mooroopna Road, as well as Cornish Road to the north, the Goulburn Valley Highway (Shepparton Bypass) reservation to the west and Midland Highway to the south. The area is expected to yield 1,843 residential lots: 1,330 conventional lots (average lot size 650m²) and 513 medium density lots (at an average lot size of 350m²) at a rate of 60 dwellings per annum over the next 31 years. This is expected to support a resident population of around 4,534 persons when fully developed.

2.45 The sequencing of development within the Mooroopna West ODP area should generally result in development occurring east to west (away from the established residential areas) before expanding to the south and north.

North and South Shepparton Growth Corridors

2.46 The north and south growth corridors have a gross land area of approximately 690 hectares. Existing residential, commercial and tourism development, existing open space and landscape buffers and land within easements and the urban floodway reduce the overall area that can be developed to approximately 355 hectares. For the South Shepparton Growth Corridor the gross developable area is 181.43 hectares and for the North Shepparton Growth Corridor the total gross developable area is 173.90 hectares.

2.47 The total lot yield for the growth corridors is summarised below;

Corridor	Hectares	Developable Area	Lot yield	Persons/household	Population
Northern	200.68	173.90	1,047	2.6	2,722
Southern	488.30	188.43	1,412	2.6	3,671
Total	688.98	355.33	2,459	2.6	6,393

NB: The number of lots should be used as a guide only as they have been based on the minimum subdivision size for each area.

Conventional residential development based on 9.4 lots/ha

Low density 2000m² based on 3.8 lots/ha

Low density 4000m² based on 1.9 lots/ha

Campaspe, Greater Shepparton and Moira Rural Areas Strategy (2008)

- 2.48 A Rural Land Use Strategy for the Shires of Campaspe and Moira and the City of Greater Shepparton is currently under production. The aim of the rural land use strategy for the three municipalities is to provide a consistent regional response to the management of rural land.
- 2.49 The key objective of this rural strategy will be to secure and promote the future of agriculture across the region through the respective Council planning schemes. The strategy will ensure that the planning schemes of the three municipalities are responsive to current rural issues, and in particular support agricultural growth and change.

3.0 GENERAL TRENDS AND INFLUENCES

This chapter of the KIP attempts to identify some of the key issues and trends within the wider social, economic and environmental framework that have potential to influence housing demand and supply at a local level. The chapter draws on recently published Australian Social Trends as well as other academic sources such as the Melbourne Quarterly Seminar (SGS Economics and Planning), papers from the University of Sydney, State Housing Strategies from Western Australia and international planning policy guidance on climate change from the United Kingdom. A detailed discussion on the socio-demographic profile of Greater Shepparton can be found in the Background Report.

Climate Change

- 3.1 The evidence that climate change is happening, and that man-made emissions are its main cause, is strong and increasingly indisputable. The world will experience significant climate change over the coming decades which is likely to have far-reaching and, potentially adverse, effects on our natural environment, economy and wider society. Recent changes to the Goulburn region's climate, through severe drought, have raised significant challenges for both the natural and economic environment of the area. The issue of climate change was one of the fundamental concerns of the local community raised during the consultation exercise.
- 3.2 The impacts and effects of climate change are complex and this chapter does not attempt to deal with each individual issue. The possible effects of climate change on housing supply and demand can be separated into *mitigation* (the need to reduce carbon emissions) and *adaptation* (how to address issues of climate change currently occurring such as drought and increase risk of flooding).
- 3.3 In relation to *mitigation*, urban form is one of the main factors influencing the sustainability of housing development. Effective spatial planning can have a pivotal role to play in helping reduce carbon emissions through shaping more sustainable patterns of urban growth. When identifying land for development, including the type and intensity of use, consideration should be given to sustainable development criteria. Those sites that offer realistic opportunities for access by sustainable transport modes and / or make the most efficient use of existing physical and community infrastructure should be allocated for development as a priority.
- 3.4 Urban form in Greater Shepparton is predominantly characterised by low density and dispersed rural living. This type of urban form has led to an over reliance on the private car as means of transport and the destruction and loss of high quality agricultural land to development.
- 3.5 In order to provide for more sustainable urban patterns it is essential that cultural preference for larger properties are challenged. Within Australia and the state of Victoria separate houses remain the predominant dwelling completions in all states and territories. Within the state of Victoria separate housing comprised 81% of all new housing completions between 1991-92 and 2003-04.¹
- 3.6 With regard to *adaptation*, there is a need to identify the known physical and environmental constraints on the development of the land such as flood risk and to take a precautionary approach to any potential increases in risk as a result of likely climate changes. It is becoming increasingly important that new development should be located and designed for the climate and likely impacts. Climate sensitive design and the need to meet certain sustainability criteria in relation to the environmental

¹ Australian Bureau of Statistics 'Australian Social Trends: Supply of Housing' (2005)

performance of housing are likely to influence the nature, form and layout of new housing being constructed.

Housing Affordability

- 3.7 Access to affordable housing is an issue high on the current Federal political agenda. The increasing gap between median house value and average household incomes means that access to affordable housing is an increasing issue for concern for both metropolitan and rural areas. Median house prices in the metropolitan area of Melbourne have risen by approximately 162% over the ten year period between 1996 and 2006.²
- 3.8 Current housing market dynamics which have indicated increase in house prices causes concern for not only those on the margins of affordability but also those confined to the rental sector due to low incomes. The increase in house prices has, in recent years, led to the emergence of an 'intermediate housing market' where moderate income households, with secure employment are now facing severe hurdles in achieving home ownership³.
- 3.9 For the past six years housing commencements have lagged behind Productivity Commission estimates of underlying housing demand (based upon migration and potential new household formation on age structure). This has therefore caused a significant underlying shortage of housing which is likely to keep upward pressures on house prices and rents. The failure of supply responses to demand surges is one of the major factors in the housing affordability crisis.
- 3.10 With the private market unlikely and even unwilling to address affordable housing need it is essential that planning policy focuses upon improving supply-side efficiencies along all facets of the housing production pipeline, from rezoning to construction. Whilst the allocation of additional raw land can be an essential element in securing an increase in supply, it is not the only solution. General reform to the development approval process is also required⁴.
- 3.11 The availability of affordable housing can also have implications on the urban form and social cohesiveness of a place. With high house prices in areas closer to the CBD, those on lower incomes are increasingly likely to become marginalised in the outer suburbs unable to access jobs and other key services.

Demographic Trends

- 3.12 Demographic trends throughout Australia can also influence housing demand and supply at the local level. Recent demographic trends can be summarised into the general categories:

An Ageing Population

- 3.13 The age composition of Australia is expected to change significantly over the next forty five years as a result of population ageing. In 2006, people aged 65 years and over made up 13% of Australia's population. By 2051 this proportion is projected to double to 26%⁵. Such changes in the demographic profile of Australia will impact significantly on the nature of housing demand. The onset of diminished health and disabilities for many older people can influence housing choice. The need for

² SGS Economics and Planning "Housing Affordability What are the drivers and how do we fix the problem" Melbourne Quarterly Seminar (July 2007)

³ ibid

⁴ ibid

⁵ Australia Bureau of Statistics 'Australian Social Trends: Pace of Ageing: Australia and Japan' (2006)

security and ready access to public transport and other key facilities and services are increasingly important considerations. The continued growing proportion of elderly persons in Australia has led to the emergence of a new type of housing such as self-care dwellings in retirement villages.

Fertility Rates

- 3.14 The ageing of the general population has coincided with the steady decline of people aged 0-14. Despite a recent upsurge in fertility rates within Australia from 2001 and 2005, Australia has experienced a steady decline in fertility rates since 1950. Australia is defined by the United Nations as a low fertility country as the total fertility rate of 1.8 for 2000-2005 falls below the replacement level fertility rate of 2.1⁶. With women increasingly likely to have babies at an older age there is a tendency towards fewer babies than if they would have started earlier and an increased level of childlessness.
- 3.15 Such demographic changes will play an increasing role in influencing the nature of housing supply and demand. Combined with other factors relating to the need to find more sustainable urban patterns housing supply should more closely reflect changes in household composition.

Migration Patterns

- 3.16 The onset of the knowledge – based global economy and improvements in communications and infrastructure have made international and both inter and intra-state movement easier and more accessible for larger portions of the world's population.

Immigration

- 3.17 The expansiveness or restrictiveness of national immigration policy can influence the nature of housing supply and demand. Currently, Australia has a policy for accepting skilled migrants in a number of employment sectors. In 2005 - 06 there were approximately 175,000 permanent additions of migrants to Australia. This was 72% more than the figure in 1996 – 97 (105,000). This upward trend reflects prevailing economic conditions and changing Government policy on immigration. It is clear that permanent (and even semi-permanent) migration patterns contribute significantly to the population profile of Australia. The economic strength of Victoria means that it is a popular destination for new migrants.
- 3.18 The demographic characteristics of migrants will also have implications for the existing and future housing stock. In 2005–06, 72% of permanent additions were aged less than 35 years, including almost one-third (32%) who were aged between 25 and 34 years. This compares to 48% of the Australian resident population aged less than 35 years, and 14% aged between 25 and 34 years, at June 2006.⁷
- 3.19 There has been a clear shift in the origins of migrants arriving in Australia reflecting changes in immigration policy and the emphasis on skilled migration. In recent years there have been sharp increases in the number of permanent migrants from particular countries. After the United Kingdom and New Zealand, India and China were the third and fourth largest sources of new migrants to Australia. The number of skilled migrants coming to Australia from China has almost tripled in five years from 3,800 to 12,500, a proportionate increase of 2.8% to 6.8%. The number of skilled migrants from India has increased from 4,700 to 12,300, over the same

⁶ Australia Bureau of Statistics 'Australian Social Trends: International Fertility Comparisons' (2007).

⁷ Australia Bureau of Statistics 'Australian Social Trends: Migration: Permanent additions to Australia's Population' (2007)

period, a proportional increase of 3.4% to 6.9%⁸. The proportion of migrants from Sub-Saharan African has also increased, a trend which is also being experienced in Greater Shepparton.

- 3.20 Greater Shepparton has seen a recent influx of immigrants and refugees from non-English speaking backgrounds, particularly since 2001. There are an estimated 2,000 Arabic speaking residents residing in Greater Shepparton⁹.
- 3.21 The increasing cultural diversity of Australia raises concerns regarding the appropriateness of the existing housing stock and how cultural requirements of communities can be incorporated into housing supply.

Internal Migration Patterns

- 3.22 Many coastal and rural towns are experiencing rapid population growth driven by internal migration from larger metropolitan areas to attractive, high amenity localities frequently on the coast or more rural areas. The phenomena are commonly referred to as “*sea change*” (movement to coastal towns) and “*tree change*” (migration to rural communities) and represent a metaphorical change of life rather than a literal movement. Lifestyle choices often focused on moving to a beautiful, semi-rural environment with a small and connected community with more time to spend with children or partners.
- 3.23 One of the drivers of the “*tree change*” effect that has influenced people’s decision to leave Metropolitan areas in favour of regional centres has been the increasing time being spent commuting to and from work. Increased commute times have occurred for a number of reasons including increased road congestion, ineffective transport policies, and increases in house prices which are forcing people to relocate to transport-poor locations far from areas of employment. The relative ease of commuting in regional centres has therefore been an appeal to many people, influencing the decision to make the shift from Metropolitan areas to regional centres such as Greater Shepparton.
- 3.24 The perceived danger of living within urban areas, such as the fear of crime, is also a key driver in migration to smaller communities.
- 3.25 One of the most influential factors contributing to shifts from Metropolitan areas to regional centres is differences in house prices. Relatively lower house prices in regional areas have meant that people have been able to trade Metropolitan properties for larger houses on larger allotments or alternatively, purchase a similar house, but have additional money left over. This has been one of the key influences in residential growth in Greater Shepparton, particularly fuelling demand for larger house types.
- 3.26 With growing numbers of people attempting to realise their lifestyle dream by leaving metropolitan or inland regional centres, sustained and rapid population growth associated with the process can cause socio-economic and environmental impacts on the character and sustainability of smaller communities in Australia.

Household Composition

- 3.27 As highlighted above, demographic change has meant that the nature and composition of Australian households has undergone gradual change in recent decades. Traditional living arrangements associated with particular stages in the life-cycle have given way to a more diverse array of household compositions that reflect

⁸ Ibid

⁹ City of Greater Shepparton Public Health Plan, 2002-2004

- recent demographic and social trends. Increasing life expectancy and declining fertility rates have contributed to smaller households. Other issues such as family breakdown also impact on household composition. Between 1991 and 2001, the average household size declined from 2.7 to 2.6 persons.
- 3.28 In 2003-04, households composed of couple families with dependent children accounted for over 27% of all households, down from 30% of all households in 1994-95. Offsetting the proportional decline in couple families with dependent children, in the last decade there has been an increase in couple only and lone person households. Couple only households comprised 26% of all households in 2003-04 and lone persons accounted for 25%, up from 24% and 23% respectively in 1994 - 95¹⁰.
- 3.29 Changing household composition patterns and social trends can have effects on the nature of housing stock demanded and supplied. As people progress through different life-cycle stages and their family structures and financial situations change so do their housing needs and preferences.
- 3.30 Conversely, whilst there has been an overall decrease in household size over the last ten years or so, there has been an increase in the average number of bedrooms per households in *new* housing stock. It is worth noting that changes in housing stock occur gradually over time through the construction of new dwellings. In the nine years from 1994 – 95 to 2003 – 2004 an estimated 1.5 million new dwellings were completed in Australia. The additional dwellings represent less than one fifth of the total dwelling stock in 2003 – 04. As a result, the increase in average number of bedrooms per household over the period (from 2.9 to 3.0) appears marginal.
- 3.31 However, in order to highlight the changing nature of dwelling size it is worth comparing *new* owner occupied dwellings with *all* owner occupied dwellings. Of the *new* dwellings purchased between 2000 – 2001 and 2003 – 04 had an average of 3.5 bedrooms and almost half (49%) had four or more bedrooms. In comparison, the *total* dwelling stock had 3.2 bedrooms on average and one third (33%) had four or more bedrooms.
- 3.32 The trend for larger properties is not solely confined to detached houses. Among medium and high density housing there has also been an increasing trend towards more bedrooms. In the three years to 2003-04, 68% of new medium and high density owner occupied dwellings had three or more bedrooms. This can be compared to the 38% of the existing established owner occupied stock in that period.

¹⁰ Australian Bureau of Statistics ‘Australian Social Trends Housing: Larger Dwellings Smaller Households’ (2007)

4.0 CONSULTATION OUTCOMES

This chapter outlines and discusses the key housing themes that emerged through the comprehensive public and stakeholder consultation exercise undertaken as part of the Housing Strategy.

- 4.1 The consultation program included one community forum, with up to 65 participants. Following a brief introduction and group discussion into the nature of the project a series of individual table discussions, comprising 6-10 members of the community, took place to examine what they saw as the critical issues facing housing in the municipality.
- 4.2 A series of more technical investigation workshops with critical stakeholder groups formed an important element of the overall consultation strategy. Three workshops were undertaken with the following industry / community groups:
- Developer Industrial Sector Forum;
 - Physical Services / Infrastructure; and
 - Community and Human Services.
- 4.3 There are a number of consistent themes outlined by both the Community Forum and the Technical Workshops that can be summarised below:

Rural Living and Low Density

- 4.4 The Community Forum and Workshops considered that the Housing Strategy should provide a clear direction for both traditional residential growth (to be accommodated within the growth corridors) and rural living. Given the clear demarcations in their needs and markets the Strategy should consider dividing rural living considerations into two main segments (a) Rural Living and (b) Low Density Living. The technical workshops concluded that the current approach of having Rural Living Zones (RLZ) as part of the growth corridors is both inappropriate and misleading. The effect of this is that the RLZ supply is dominated by a high degree of perceived supply and not actual supply. This perception was highlighted in the Community Forums where there was a dichotomy of perceptions regarding housing supply. Some groups considered there to be an oversupply of residential land and some perceived there to be a need to increase supply.
- 4.5 The need for an increase in the supply of rural living opportunities was discussed by the Community Forum. The Forum stated how residents were moving to Greater Shepparton to look for larger lots as a lifestyle choice. The Strategy needs to identify areas around Shepparton, Mooroopna and Tatura for genuine RL Zones but must also reconcile the potential economic cost of developing on high-grade agricultural land.

Housing Affordability

- 4.6 It is critical that the Housing Strategy addresses the issue of affordable housing. Greater Shepparton is experiencing many aspects of the national affordability crisis. The Community Forum and Workshops emphasised the role of the Council in ensuring genuine diversity in the housing stock supplied by the Market. Whilst there was some elements of the Workshops that believed it should be down to the market to decide on the mix and type of housing being developed, it was acknowledged by both the Community Forum and the Workshops that there is a need for the Council to influence the market perception relating to housing need options. The market is currently focusing on developing detached housing on 800m² plus sites leading to an over supply of large houses with empty rooms.

- 4.7 A wide range of “tools” or levers that could be utilised by the Council were considered by the Workshops in order to influence the delivery a more diverse housing stock. The Housing Strategy should consider implementing;
- Inclusionary Zoning policy and planning tools to nominate a suitable mix of social / affordable housing stock;
 - Development Plans mandating a range of lot sizes in new developments;
 - Covenants controlling housing style, size and types of dwelling; and
 - Development Contributions for social outcomes.
- 4.8 Cluster housing can provide a “*leg-up*” into accommodation but the overall housing pathway or “*stepping – stones*” are not clear within Greater Shepparton. The gaps from assisted living to a private rental are too great for many.
- 4.9 The key role that the private sector can play in facilitating and delivering affordable housing was also acknowledged by the Workshops.

Medium Density

- 4.10 A common theme in both the Community Forum and Technical Workshops was the need to manage the overall location and type of development. The Housing Strategy should actively encourage more sustainable patterns of urban development. There was a strong belief within both the Forum and the Workshops that an increase in density is required in certain locations to encourage a diversity of lot sizes and more sustainable communities. The Housing Strategy should seek to promote brownfield development and other opportunities for urban renewal – particularly for former (housing) ministry estates. Medium density residential development should be located in urban locations that maximise utilisation of existing infrastructure, such as shops and other services and promote walking, cycling and public transport as realistic alternatives to the car. It was generally acknowledged within the detailed discussions that the existing selected locations for medium density have often not made the best use of access to services, shopping, recreation and transport options. The Community Forum believed that more appropriate locations, such as the central areas of the major urban areas in Greater Shepparton are ideal locations for medium density development. One group in the Community Forum believed buildings of up to 3-5 storeys could be located within Shepparton CBD. A Strategic Framework for the Shepparton CBD is currently under preparation.
- 4.11 The main pressures for medium density developments are from urban and central areas. As noted by the Community Forum, the Housing Strategy will need to ensure that the heritage building stock within Greater Shepparton is not compromised.

Environmental Sustainability

- 4.12 An important theme emerging from both the Community Forum and the Workshops was the need for environmentally sustainable development. The Workshops considered that innovation in housing design and Environmentally Sensitive Design (ESD) principles should be intrinsically linked to new housing development. This should be actively pursued by the Housing Strategy. Better co-ordination between urban designers and home designers / retailers should be required to ensure ESD principles become accepted practice within new house building.
- 4.13 From a sustainable community development perspective the Community Forum considered it imperative that the Housing Strategy did not just focus on the delivery of housing land but also aimed to deliver community facilities, such as public spaces and green belts, within developments. The creation of housing developments with

strong relationships to key community infrastructure plays an important role in achieving wider sustainable development objectives.

Flooding

- 4.14 The development of an overall plan and strategy for development within the floodplain and other land liable to flood was a key theme identified throughout both the Community Forum and the Technical Workshops. It was considered that, at present, there was a lack of any overall strategy for development and that the current application of planning policies within the floodplain is ad hoc and inconsistent.
- 4.15 The risk of flooding plays a significant role in land use planning decisions. A fundamental aim within planning schemes is to avoid unnecessarily intensifying use within areas particularly at risk of flooding. Whilst recognising the need to minimise the potential economic impact that flooding can have, the Workshops considered the need to review all the flood overlays and land subject to inundation. The workshop believed that the 1:100 year flood event criteria which are based upon rural runoff rates, is unjustified and should be reconsidered.
- 4.16 Land uses within the floodplain were discussed at the Community Forum. Again there was a dichotomy of opinions expressed by the Forum. Whilst one group questioned whether lower density development could be accommodated within the floodplain another group felt it inappropriate to have housing estates on the river and a more appropriate use for the floodplain would be green belts and recreation facilities.

Drainage / Water Recycling

- 4.17 A key theme that may influence the final Housing Strategy is the need to streamline sewerage and water infrastructure systems within Greater Shepparton. The Technical Workshop, established to look specifically at the physical and service infrastructure, believed that in order to ensure a comprehensive approach to infrastructure provision, the Catchment Management Authority regional strategies need to be completely integrated into the Housing Strategy. Clarity, in relation to the total capacity of the reticulated network, should also be provided. The question was raised as to whether there was sufficient water capacity to accommodate modest growth of Greater Shepparton. The affordability of the long term water infrastructure, and how this cost would be apportioned, was also highlighted as a key issue by the Forum and Workshops.
- 4.18 Services and service providers such as the Council and Goulburn Valley Water, sewer need to consider recycling of treated waste water back into Greater Shepparton, Mooroopna and Tatura. The examples of some large developments have highlighted how treated storm water and grey water can be integrated within the site.

Specialist Housing Requirements

- 4.19 The Housing Strategy should recognise the diversity of the Greater Shepparton community and should plan effectively for diverse and specialist housing needs. The Community Forum was concerned that there were special needs groups that should not be ignored by the Strategy.
- 4.20 The Technical Workshop highlighted that the nature of employment in Greater Shepparton meant that the area experienced specific specialist housing requirements. In terms of migrants many early migrant groups arriving in Greater Shepparton brought sufficient money to enter the property market either as property occupier or renter. However, many other segments have relied on social welfare,

philanthropic and / or church groups for assistance. The workshops highlighted that although there were some examples in Greater Shepparton where migrant families pooled resources and secured rental property in established and good quality housing stock, racial tensions are present in Greater Shepparton and discrimination is common. The workshops highlighted that there are some areas of Greater Shepparton that are perceived as unsafe and not a place to be on the streets at night.

- 4.21 Within Greater Shepparton there are observable simultaneous internal migration patterns occurring as a result of the present drought and water crisis. There is a clear movement of individuals and farm families into the CBD and townships caused by the economic downturn and loss of farm income. Simultaneously there is migration from the urban to more rural and township areas with people being attracted by lower rents.
- 4.22 The nature of employment opportunities in Greater Shepparton has led to a significant influx of seasonal workers during the harvest months. This has created specific housing and accommodation stresses in Greater Shepparton. The workshops highlighted that there appeared to be a general decline of on-farm accommodation provided during the season - further placing pressures on limited temporary accommodation in Shepparton and townships. The workshops highlighted the important role that Caravan Parks have in the accommodation seasonal housing need. There was concern that, as caravan parks are prohibited in Rural Zones, it is increasingly difficult to provide this option especially as rates and land prices in the townships further restrict opportunities.
- 4.23 In relation to Indigenous accommodation needs, it was highlighted that discrimination based on race remains an issue. Instances of discrimination are often reported, especially when applications are made for good quality accommodation. The Workshops discussed how the Housing Strategy should seek to ensure that the most appropriate housing stock is provided to meet indigenous housing requirements, such as blended or extended families sharing accommodation. The Housing Strategy should consider and investigate the use of Co-Operative and equity rental properties to meet indigenous housing need. The Rumbalara Aboriginal Cooperative is seen as a positive and effective cooperative model for housing and community development activities and should be highlighted within the Strategy.
- 4.24 As with many other areas in Australia, Greater Shepparton is experiencing pressures for new specialist housing accommodation facilities for its ageing population. Typically, aged and disability accommodation is provided either by family or disability service agencies in State Government and are often provided within purpose built housing. The Housing Strategy must consider the prospect of "lifetime homes" which allow residents the opportunities to "age-in-place"; where with minimal disruption, families can adapt their dwellings to suit their specific lifestyle needs at all stages of their life cycle.

Campaspe, Greater Shepparton and Moira Rural Areas Strategy (2008)

- 4.25 The emerging Rural Areas Strategy that covers Greater Shepparton will review the ongoing role of agriculture within the region. It is considered pertinent to review the direction and value of agriculture in light of the recent changes and challenges, identified above, such as drought. There may well be opportunity to investigate new approaches to managing the irrigation system on which the region is dependant.

5.0 CONCLUSIONS

- 5.1 A strong correlation has emerged between the identified general trends and influences and the themes emerging from the initial preliminary public consultation.
- 5.2 The Greater Shepparton 2030 Strategy Plan outlines the strategic growth of the municipality aiming to promote the principles of sustainable development. A key objective of the Strategy is to establish a framework for housing existing and future populations. An indication as to the development pressures within the municipality are demonstrated by the number and content of submissions to Planning Scheme Amendment C69 in 2005. A summary of these submissions are outlined in Appendix One. Further to these submissions a number of new submissions seeking land to be rezoned as part of the Housing Strategy have been received. These are also summarised in Appendix One.
- 5.3 Climate change is a real phenomenon which is having real consequences for housing supply and demand. Recent severe droughts in Greater Shepparton have raised significant challenges for both the natural and economic environment of the area. The possible effects of climate change on housing supply and demand can be separated into mitigation and adaptation. Effective spatial planning through the promotion of more sustainable patterns and forms of urban development is fundamental in reducing carbon emissions. This view was generally supported during the community consultation exercise which highlighted support for an increase in the provision of medium density housing in appropriate locations. At present only 5% of the existing housing stock within Greater Shepparton is medium density.
- 5.4 In terms of design adaptation new development should be located and designed for the climate, and future potential impacts. A key theme emerging from the community forum and technical workshops was the need for innovation in housing design and environmentally sensitive design principles.
- 5.5 Housing affordability is currently high on the federal government agenda. With the housing affordability gap growing it is not only low income households that are struggling to enter the housing market. In recent years there has been an emergence of an *'intermediate housing market'* where moderate income households are experiencing hurdles to achieving home ownership.
- 5.6 With the market focusing on developing large dwellings there was an increasing belief among those attending the community workshops that intervention from the public sector is required to influence the delivery of a more diverse housing stock. Although the planning policy framework outlined above seeks to increase the provision of affordable housing, the length of delivery time and other delays in the planning system have reduced the effectiveness of affordable housing policies.
- 5.7 Demographic trends such as an ageing population, lower fertility rates and migration patterns all have influences on the nature of specialist housing supply and demand. It is imperative that the local planning policy framework is flexible and responsive in providing for an increasingly diverse housing stock. The community forum and technical workshops identified issues and anomalies regarding the current zoning of land, concerns remain about the effectiveness and flexibility of current planning policies to deliver the diversity of housing required.
- 5.8 An acknowledgement of the specialist nature of seasonal employment in Greater Shepparton has highlighted the need for an increasing supply of specialist temporary accommodation. Difficulties in providing these forms of dwellings were highlighted by the community forum and technical workshops.

6.0 SUMMARY

- 6.1 Through a review of existing policy and extensive public consultation with various technical groups and the community, a number of key issues have been identified and documented in this KIP. In addition to the key issues, the KIP has reviewed how policy has responded to these issues to date as well as identified possible tools for implementation (both existing and potential). The following Table One summarises key issue themes, criteria that can be considered for decision making and possible implementation tools as discussed in the KIP.

TABLE ONE: KEY ISSUE THEMES

<i>Key Issue Theme</i>	<i>Decision Making Criteria</i>	<i>Possible Implementation Tools</i>
Climate Change.	Promote more compact and consolidated development patterns that make the most efficient use of existing physical and community infrastructure. Locations that maximises opportunities for sustainable transport modes and / or makes the most efficient use of existing physical infrastructure and community infrastructure should be prioritised.	<p>Provide clear direction for residential growth to release land efficiently in terms of location, supply of services and infrastructure</p> <p>Require higher residential densities in appropriate locations. Medium density development should be located in urban locations that maximise utilisation of existing infrastructure, such as shops and other services and promote walking, cycling and public transport as realistic alternatives to the car.</p> <p>Concentrate activities into activity centres.</p> <p>Identify areas for redevelopment and intensification of existing urban areas.</p>
	Mitigate development from changing climate impacts	<p>Promote innovative, sustainable housing design and layout.</p> <p>Modify building code to incorporate ESD principles into new house building.</p> <p>Better coordination between urban designers and home designers / retailers is required to ensure ESD principles become accepted practice within new house building</p>
	Protect areas with environmental significance	<p>Review floodplain requirements and update risk mapping.</p> <p>Services and service providers should consider</p>

		<p>recycling of treated waste water back into Shepparton, Mooroopna and Tatura.</p> <p>Promote new development that integrates treated storm water and grey water within the site.</p>
	Improve infrastructure delivery efficiencies	Attempt to integrate regionally prepared ??
Sustainable Communities	Encourage development in locations that have access to physical and community infrastructure that are cost effective in their use of infrastructure, energy and water.	Locate development in close proximity to community infrastructure and resources.
	Anticipate and respond to needs of existing and future communities through provision of zoned and serviced land.	Promote development that seeks to utilise existing infrastructure capacity.
	Develop and maintain of communities with adequate and safe physical and social environments through appropriate use and design.	Promotion of housing land with associated community facilities, such as public spaces and green belts, within developments.
	Provide a range of accessible community resources.	Use DCPs to help pay for social infrastructure delivery.
Housing Affordability	Ensure a sufficient supply of residential land to accommodate projected population growth over at least a 10 year period.	Create partnerships with private industry to improve appropriate housing delivery.
	Increase choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes.	<p>Specify lot mix requirement which provides a range of lot sizes.</p> <p>Promote development of cluster housing.</p> <p>Adopt Inclusionary zoning and planning tools to nominate a suitable mix of social / affordable housing stock.</p>

		Use covenants to control housing style, size and types of dwelling.
		Reduce development costs. Reform development approval process.
Housing Needs	Increase choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes.	Use Development Plans to mandate a range of lot sizes. Create partnerships with private industry to improve appropriate housing delivery. Improve co-ordination with housing providers to improve housing delivery.
	Identify needs for special housing groups.	Reduce barriers to delivering special housing such as caravan parks. Investigate the use of Co-operative and equity rental properties. Consider the prospect of “ <i>Life-time</i> ” homes which allow residents opportunities to “ <i>age-in-place</i> ”.
Conflict between residential areas and surrounding land uses	Protect industry from the encroachment of residential and other sensitive uses.	Identify potential interface issues
	Balance lifestyle preferences for rural living opportunities with need to conserve prime agricultural land.	Identify land capability. Set criteria for identifying appropriate locations for rural living opportunities.
	Promote good housing and urban design to minimise negative environmental impacts and keep down costs for residents and the wider community.	Require mitigation measures.

APPENDIX: REZONING SUBMISSIONS

Subject Site	Submitter	Submission
Amendment C69		
10 McClennan Street, Mooroopna	Dawson Planning Services for Mr Nejat Mackali	Mooroopna Framework Plan - The Shepparton Mooroopna Business Framework plan be amended to extend the business 1 zone east from Elizabeth Street to include the former Mooroopna Hospital site to recognise that this area will require a mixture of business and residential uses to provide a range of support services for retirees.
Lot 1 PS537035L Lot A LP 119936 - Goulburn Valley Highway Kialla West	Dawson Planning Services for Woorak and Elaura Properties	Council needs to commence the proposed housing strategy as an immediate strategic priority and in particular the identification of the housing needs of the aged.
Verney Road, North Shepparton	Earth Tech Engineering Pty Ltd for Mr M Smith	Support the inclusion of their land in the Shepparton, Mooroopna & Kialla Framework Plan.
3555 Katandra Road Congupna	Earth Tech Engineering Pty Ltd for DF & LM Drum	Generally supports the Congupna Framework Plan, however the area identified does not accord with land parcel boundaries or any other tangible features on the ground that provides justification for the alignment.
459 and 425 River Road Kialla	Earth Tech Engineering Pty Ltd for A & A Taylor and F O'Keefe	That the residential Framework Plan be amended to include the locality as future rural residential. Most of the existing lots are used for rural residential purposes (62.5% of lots) and therefore opportunities for agricultural activities are limited. That the rural conservation zone be applied to the area.
Mitchell Road Kialla (Lot 3 LP 120726)	Earth Tech Engineering Pty Ltd for Norville Nominees	The locality is contiguous with the Kialla central township. The site has potential to be developed for rural residential opportunities in the future although no justification is provided at this stage.
CA 7 and 59, Rutherford Road	Earth Tech Engineering Pty Ltd for S	Request alteration to the Toolamba Framework Plan to identify the land as

Toolamba.	& S Rea	being for future township expansion. Sewer may be possible to the Toolamba. The role of Toolamba needs to be reflected in the 2030 strategy and MSS as being one of change subject to the construction of the Shepparton Bypass.
Crown Allotment 101 Verney Road North	Earth Tech Engineering Pty Ltd for Mr Alan Robison	The land has lack of potential for agricultural pursuits and is better suited for rural residential opportunities. The land warrants further investigation for future rural residential purposes.
680 Old Grahamvale Road Congupna		Support the proposal to identify the land for future residential purposes.
125 Tatura Undera Road, Tatura	GMR Engineering Services for AD & DM Perry	<p>Locality has not been included in the Tatura Framework Plan for future residential growth, in particular for rural residential. The locality has access to existing infrastructure.</p> <p>There is no suitably zoned land and for a motel in Tatura, and that the amendment does not make provision for future business zone in this area. The framework plan also requires alteration to remove the industrial precinct shown to the south of his property as it is unlikely that the existing dwellings will be removed.</p>
3 William Street, Tatura	GMR Engineering Services for KB Storage Pty Ltd	The amendment should be modified to allow direct access off Ross Street to individual properties, and that Elizabeth Street be constructed and developed as an alternative road access. That the existing low density residential land situated on Tatura Undera Road not be identified as future industrial.
The Mall Parking Issues	Shepparton Chamber of Commerce and Industry	Congratulates the Council on the vision presented. The Chamber has several issues that could be expanded upon and strengthened in the document. More reference should be given to the Mall as part of the CBD and promoting ongoing renewal. Additional wording be added to the MSS to strengthen the need for the parking precinct plan and need for additional parking to be created in the CBD. The MSS should also to be strengthened to support land acquisition for parking within the CBD when such land is available.
7880 Melbourne Road and 92 Benalla Road	J.S.T.C Pty Ltd (also Stuart McDougall, Colleen Peterson Ph	The site at Melbourne road be rezoned from Business 4 to Business 1 Zone, and that the site adjacent to the marketplace be rezoned from Business 4 to

	9429 3111)	Business 1.
Dhurringile Road, Tatura	GMR Engineering Services for Maurice Silverstein	Congratulates the Council on the preparation of the 2030 strategy, but does not support the direction of location nominated for the projected growth of Tatura. Seeks modification to the residential growth plans to include property at corner Dhurringile Road and Pyke Road.
355 New Dookie Road, Lemnos	Dawson Planning Services for Joseph Closter (Closter Excavations P/L)	Rezoning of land in Farming Zone to Industrial 1 Zone. The land is 8ha in area and abuts other Industrial 1, Farming Zone with the Low Density Residential Zone a short distance away. There is a strong argument for rezoning all land bounded by the railway line, the channel, Lemnos North Road and New Dookie Road to IN1Z - no provision for this expansion in 2030. This is a valid strategic consideration within the 2030 time frame.
7880 Goulburn Valley Highway , Kialla	Graham Dickson Partners P/L Allied Partners Group Investment P/L	Expands on part of Submission 20. Request to include this comment as a separate submission. The subject site provides a more suitable site for a neighbourhood centre, with the MSS being too prescriptive in favour of the Drive-In site.
125 Rudd Street	Earth Tech Engineering for Mr Erskine	Seeking confirmation regarding how this land will be used in the future.
7890 & 7894 Goulburn Valley Highway, Kialla	Beveridge Williams for A & Y Hahnel, J & L Montagner	In reference to Amendment C 73, which is pending. The subject land is referred to as "long term future residential land and " subject to relocation of airport/further investigation. Believes land should be classified as "short term future residential area".
Housing Strategy Rezoning Requests		
Dookie Township	Andrea Noran, Chris Smith and Associates	Proposes a general framework plan for the future growth of Dookie township drawing on the key goals of the Dookie and district Community Plan and the strategic directions within the MSS to create a broad concept that could be

		<p>incorporated into the Dookie Township Framework Plan.</p> <p>Submitted that land to the south west of the town, which is currently designated as future industrial on the town framework plan, would be more suitable for residential development.</p> <p>Future industrial will be located on each side of the Shepparton – Dookie Road.</p> <p>Copy of draft Development Plan (DP) attached to submission. The aims of the draft DP was to provide a general vision for how the township and surrounding environs of Dookie could be development in the future.</p> <p>Included copy of previous submission to Rural Strategy.</p>
Various Kialla Sites	Dawson Planning Services	<p>Consulting group for 800 Ha of Farming Zone land in Kialla.</p> <p>Creation of structure plan for area</p> <p>Aiming for “senior’s living” development in area, low to medium density development.</p> <p>Need for Housing Affordability, achieved through zoning, DPO’s and DDO’s.</p> <p>Focus on Water sensitive design, a native vegetation precinct plan</p>
Ardmona School (on Turnbull Road)	Michael Toll Land Management Services	<p>Issues caused with Rural schools close to orchards within “rural hamlets” – spray drift, noise, and dust.</p> <p>Low Density Residential land and rural enterprise opportunities as buffers between schools and orchards, increased utilisation of local community and commercial facilities, reduced conflict between schools and orchards.</p>
Orchard Court and Old Dookie Road, Shepparton.	Tony Onley, Onley Consulting	<p>Seeking re-zoning of land to Residential zoning, same as surrounding land, leading to the completion of a residential precinct, developed prior to the introduction of New Planning Scheme in late 1990’s.</p> <p>Land not suitable for farming, too close to residential and GM Water Channel.</p>

		Attached studies (LCA's) show that the site could be accommodating to a residential use.
770 Byrneside - Kyabram Road, Merrigum. Lot 1 on TP404223 E&M Weiser	Andrea Noren, Chris Smith and Associates	<p>Seeks recognition of land for township and rural residential purposes Proximity to Merrigum township, possible southern expansion of Merrigum.</p> <p>Lack of practically developable land in Merrigum.</p> <p>Be in the interest of Municipality to recognise subject land for wider range of longer term housing opportunities for Merrigum.</p> <p>Subject land outside 2030 settlement boundary/township plan, but could act as a "buffer" to eliminate existing land use conflict at the urban/rural interface.</p> <p>Land is partially affected by LSIO - measures to reduce flood risk could be included in future subdivision layout.</p>
150 Lemnos North Road, Lemnos	Gary Steigenberger, Chris Smith and Associates	<p>Future low density residential to cater for the strong demand for small township living opportunities within established settlements.</p> <p>The site is located on the northern periphery Lemnos Township, in Farming Zone (FZ) and partially LSIO.</p> <p>The current land has access to all service in Lemnos which as the post office, general store, primary school and recreation reserve and is approximately 7km from Shepparton's CBD.</p>
3490 Katamatite – Shepparton Main Road, Congupna	Bill Cathcart, Coomes Consulting	<p>Seeking rural-residential zoning of land, currently zoned Farming and LSIO.</p> <p>Looking to develop low density/ rural living with in and beyond Congupna 2030 settlement boundary.</p> <p>Limited undeveloped residential land available around Congupna, site is an ideal location for rural residential development.</p> <p>Adjacent to boundary of Congupna Township Plan (2030), identified as</p>

		<p>'Special investigation area for expansion of Congupna Recreation Reserve".</p> <p>Approximately 48 hectares, currently used for grazing, two accesses to Katamatite-Shepparton Main Road. 5km north of Shepparton with access to schools, supermarkets and reserves. Site effectively defined on all sides non agricultural land uses (railway line and GV Highway to the west, Shepparton-Katamatite Road to the east, Congupna Recreation Reserve to south and an irrigation channel and grazing land to the North).</p> <p>Creation of Green belt between Congupna and Shepp North with proposed development, support development of Congupna Village Possible buffers for Shepparton Bypass included in development plan Ultimately land will be divided into 35 allotments varying in size from 0.927 through to 2.487 hectares in size. The development plan provides 5% public open space provision by creating a reserve of 2.246 hectares adjacent to the existing Congupna Reserve in accordance with the current structure plan. (included with submission)</p>
<p>310 & 350 Channel Road, Orrvale</p>	<p>Gary Steigenberger, Chris Smith and Associates</p>	<p>Seeking recognition of land for future low density residential purposes. Justified by 'fulfilling a demonstrated housing need in a location that has efficient access to utilities infrastructure as well as educational, retail and community services'. And 'allowing for the natural progression of a long established settlement without it being absorbed into the greater Shepparton urban expansion.', no significant agricultural losses.</p> <p>Approximately 5.3 kilometers South East of Shepparton's CBD, at eastern extent of Orrvale , abuts Orrvale primary school, with 'interface issues - spray drift etc" Land outside Shepparton Urban Growth Boundary, but low density residential zoning for subject land "would benefit and strengthen Orrvale settlement by allowing for natural residential growth without weakening its identity."</p>
<p>425 and 459 River Road, Kialla</p>	<p>David Merret, Isis Planning</p>	<p>Opportunities for continued agricultural use of the land is severely restricted given the surrounding land use characteristics.</p>

		<p>Areas promoted for rural living should not also be considered for more intensive urban development.</p> <p>Properties are compromised for agriculture, already exhibits rural living characteristics, forms an opportunity for rural living and should not be considered for more intensive urban growth.</p>
Rose Orchards, 895 Pyke Road and 85 Ferguson Road, Tatura	Jane Macey, Coomes Consulting	Investigate the potential of the site for residential purposes. Site comprises an area of approximately 115 hectares. Land is currently within Farming Zone and a small proportion within the Urban Floodway Zone. The land is also partially affected by Land Subject to Inundation and Floodway Overlay.
Doyles Road, Shepparton East	Bill Cathcart, Coomes Consulting	<p>Consider the subject Shepparton East 'Special Investigation Area' site for use and development of properties east of Doyles Road for low density residential purposes.</p> <p>Properties are adjacent to urban growth boundary of Greater Shepparton 2030 Framework Plan. Land is located to the east of Doyles Road, and bounded by New Dookie Road to the north, commercial businesses along the Midland Highway to the south and rural residential housing along Doyles Road.</p> <p>Current mixture of Farming Zone and Low Density Residential Zone. Land adjacent to Doyles Road is within Industrial Zone 1.</p>
625 Goulburn Valley Highway	Michael Lewis, Coomes Consulting	Interested in developing the land for rural residential purposes. Landowners within this area seeking rezoning from Farming Zone to a Low Density Residential Zone allowing for subdivision of the land into 1 acre (4,000m ²) allotments.

APPENDIX – CONSULTATION NOTES