

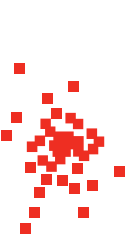


GREATER SHEPPARTON 2030

BACKGROUND and ANALYSIS REPORT NO. 2: SETTLEMENT & HOUSING

Adopted by Council at Ordinary Council Meeting on 3 October 2006

coomes consulting



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Abbreviations / Acronyms

ABS	Australian Bureau of Statistics
CBD	Central Business District - Shepparton city centre
GSCC	Greater Shepparton City Council
CMA	Catchment Management Authority
DEWTR	Department of Employment and Workplace Relations
DPI	Department of Primary Industries
DSE	Department of Sustainability and Environment
GB-CMA	Goulburn-Broken Catchment Management Authority
G-MW	Goulburn-Murray Water
Greater Shepparton	Refers to the whole municipality of Greater Shepparton
MSS	Municipal Strategic Statement
SIR	Shepparton Irrigation Region
Shepparton	Refers to the Shepparton urban area only
VPPs	Victorian Planning Provisions
WFP	Whole Farm Plan

1 Introduction

1.1 Greater Shepparton 2030 – Process and Outcomes

The Greater Shepparton City Council and the Department of Sustainability and Environment have prepared *Greater Shepparton 2030*, a blueprint for building sustainable economic activity and maximising the quality of life in the municipality over the next 30 years.

This plan will update the previous City of Greater Shepparton Strategy Plan 1996 which formed the basis for the current Municipal Strategic Statement (MSS). The MSS is the local strategy component of the Greater Shepparton Planning Scheme.

A key element of the preparation of this plan was the integrated planning approach, and the process and extent of community engagement involving all stakeholders. This engagement was achieved from a number of initiatives to obtain a depth of understanding of issues from both technical and personal perspectives. The feedback from the community consultation assisted in the development of visions for the municipality.

The methods of community engagement included an open invitation for community representatives to attend a number of advisory groups. These workshops covered the specialist topics of:

- Environment
- Heritage and culture
- Community services
- Infrastructure
- Transport
- Business and tourism
- Agriculture
- Recreation and open space
- Youth

In addition, specific workshops were held to discuss the towns of:

- Congupna
- Dookie
- Katandra West
- Merrigum
- Mooroopna
- Murchison
- Shepparton
- Tallygaroopna
- Tatura
- Toolamba
- Undera

Specialist input was also received from single purpose workshops with Councillors, Council officers and Regional Development agencies.

A number of individual interviews were held with representatives of key statutory agencies. In addition to community engagement, the preparation of the strategy involved detailed research and investigation of the main issues.

Current and emerging issues are considered, ranging from global issues such as world economics, global warming, energy sources and population migration.

Domestic issues are considered, including changes to the horticultural and dairy industries, potential for new rural enterprises, water distribution, the highway bypass, changes to road and rail freight patterns, and community development and settlement patterns.

This report also provides a profile of the city and the forecast population projections.

The key land use and development principles that together form the basis of a functioning city are:

- People (Demographic Profile)
- Settlement and Housing
- Community Life
- Environment
- Economic development
- Infrastructure

This grouping generally reflects the land use and development principles embodied in State and local documents including the Victorian Planning Provisions (VPPs), the Greater Shepparton City Council Plan and Melbourne 2030.

Attachment 1 contains a complete list of topics, a key direction for each topic, and a list of themes within each topic, that together comprise the policy coverage of *Greater Shepparton 2030*.

There is a background and analysis report for each of the above topics. This grouping is for ease of description of related sub-topics and for implementation by various public and private agencies. It is recognised that, in practice, these principles are intrinsically interrelated in a holistic view of the municipality.

Greater Shepparton 2030 contains objectives, strategies, and implementation suggestions for each of these topics. These were derived from a set of overarching sustainability principles, which have also driven Greater Shepparton's Council Plan.

In addition, some of the topics will contain framework plans. A framework plan will spatially map the preferred form of future use and development.

In line with the sustainability outcomes sought for the long term, the plan will contain triple bottom line assessments of opportunities and challenges for land use planning, social planning and economic analysis. This analysis will identify priority projects which will be included in Greater Shepparton 2030: In Summary, a summary document for the Greater Shepparton City Council.

The outputs of this Strategy will consist of a number of corporate and strategic planning documents for the municipality, including the Municipal Strategic Statement. The implementation of the Actions listed in the Strategy Plan will be undertaken in the context of the constraints of the Strategic Resources Plan as contained in the Council Plan 2004-2008.

The total package of documents comprising the *Greater Shepparton 2030* is shown in Figure 1.

GREATER SHEPPARTON 2030

THE COMPONENTS OF GREATER SHEPPARTON 2030

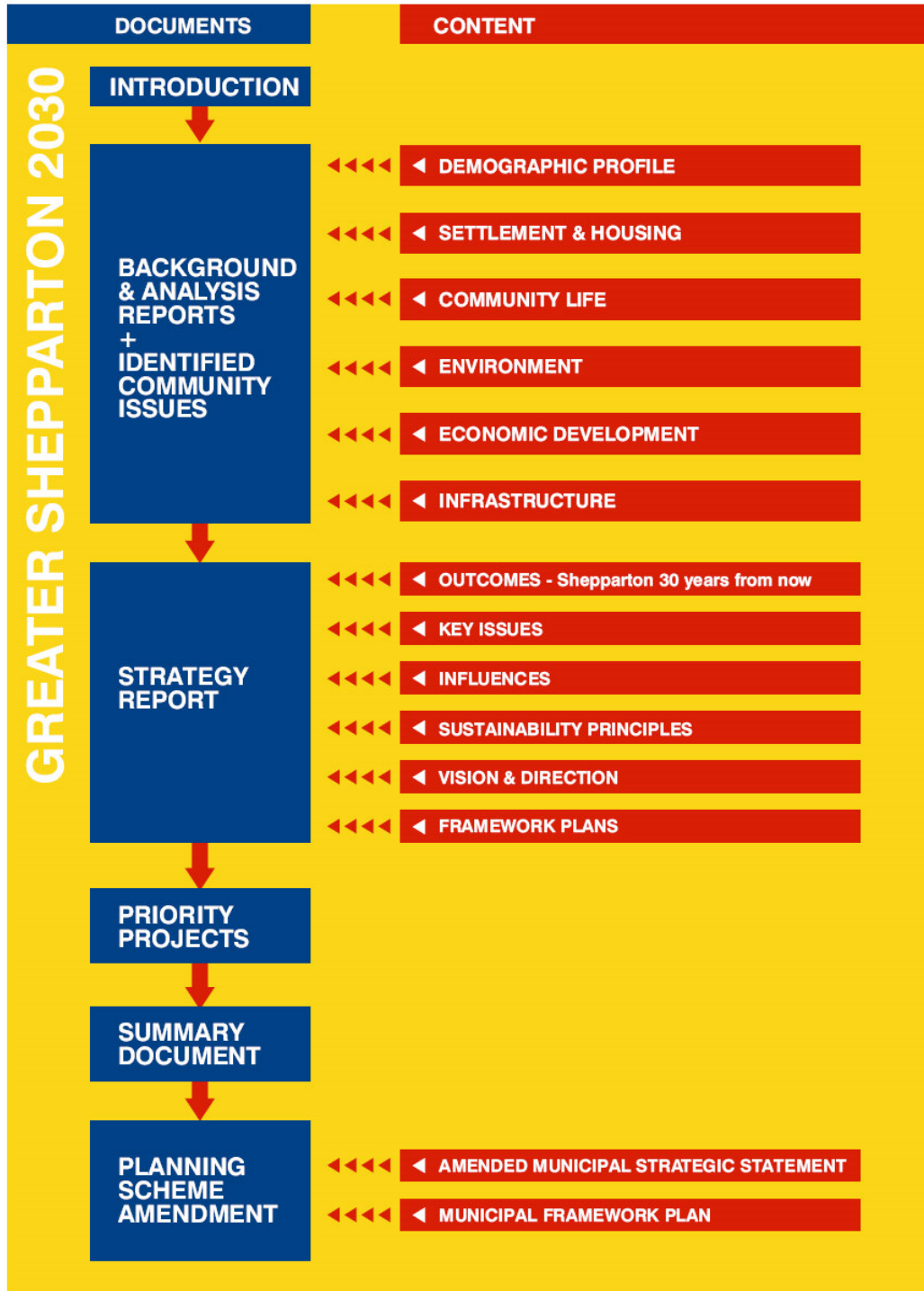


Figure 1: The Components of Greater Shepparton 2030

1.2 This Report - Settlement and Housing

The settlement and housing component of this strategy plan is inclusive of a wide range of sub-topics, or themes, that are interrelated and often interdependent.

The sub-topics that are discussed in this strategy plan are:

- Urban Growth (Section 4)
- Housing (Section 5)
- Sustainable Design (Section 6)

The state policy objective for planning for future growth is contained in Clause 14 of the Victorian Planning Provisions (VPPs), and applies to the Greater Shepparton Planning Scheme. A plan for future growth must allocate a land supply for residential, commercial, industrial, recreational, institutional and public uses for the forecast population in 10 to 15 years.

The *Greater Shepparton 2030* strategy plan extends this time frame forecast to 2030. It is acknowledged that such a distant forecast has limitations due to the various influences on growth rates over time, some of which are unknown at this stage. However it is important for Greater Shepparton City Council, as the responsible planning authority, to set out a framework for land supply for all the above functions, and to anticipate likely growth based on prevailing growth rates and also to accommodate periods of higher growth, given the longer timeframe of the project.

One of the major components of the framework plan is housing for future populations. Land supply for housing will depend on a number of factors including: the total forecast population; housing preferences of an ageing population; the likely household size and composition; and the gradual rates of change in the proportions of conventional, medium density and low density residential development. The latter is particularly relevant as State policy promotes the shift to more compact settlements.

The strategic framework plan for future growth is equally critical for the land that is not suitable for urban development, and/or land that that should be protected from encroachment of urban development. In the case of Greater Shepparton, such land includes land for agricultural industries, wastewater management facilities and areas of ecological significance and vulnerability.

In providing the frameworks for land supply for future growth, the social and economic consequences must be assessed. These include social and cultural networks, access to social services and facilities by different users, and the cost of providing infrastructure. The consequences will be markedly different for a pattern of dispersed settlements, rather than a network of consolidated settlements.

The above comments encompass the social, economic and environmental dimensions that underpin the framework plan for future growth. It is evident that the concept of sustainability is a common theme running through the strategic processes that will result in the framework plans. For this reason the revised Municipal Strategic Statement (MMS) should contain specific strategies for sustainable development.

1.3 Structure of This Report

This report is divided into seven sections:

Section 1 contains an introduction to the strategy plan, an outline of subtopics addressed in this report, and a list of sustainability principles.

Section 2 provides an overview of the topic, with the major issues identified in the 1996 strategy plan and comments about where the future focus should be in this current strategy plan. This section concludes with a singular direction for the topic of settlement and housing, which will drive the detailed strategies and actions.

Section 3 contains a summary of comments from the community engagement process: firstly the comments regarding the major issues of development and growth, and secondly, ideas and visions for the potential achievements in 30 years time. These comments are displayed graphically to show linkages and common themes.

Sections 4 to 6 address each of the subtopics in detail and may include all or a number of these items:

- Key issues, including major structural changes and key initiatives undertaken.
- An update on any reports or studies relevant to the study area, published since the 1996 strategy plan.
- A list of objectives, derived from the community engagement feedback and vision setting plus the above situational analysis. These objectives have been tested against the sustainability principles.
- For each of the objectives, a list of strategies to achieve the objectives.
- For each of these strategies a list of actions to implement the strategies.
- In addition, the role taken by the Council, the priority of the project and an indicative cost are included as part of the implementation process. Council has the following roles:
 - Provider – Council's role is to provide the service
 - Facilitator – Council's role is to provide the service with other providers
 - Advocate – Council's role is to lobby the provider to provide the service
- Where relevant, a framework plan that spatially maps the preferred form of future use and development. This may be an amended version of an existing framework plan from the 1996 strategy plan, or a new plan.

1.4 Sustainability Principles

There is widespread agreement that solving global problems requires the adoption of local policies and programmes that lead to sustainable development.

Sustainable development is development that meets the needs of the present generation without compromising the ability of future generations to meet their needs.

Sustainability is not just an environmental consideration; it has economic and social and environmental perspectives and relevance too.

The recently released statement of metropolitan planning policy – *Melbourne 2030* – has advanced a suite of principles as fundamental platforms to the attainment of sustainable development.

These principles, which start with sustainable practice, are equally applicable and relevant to the development of Greater Shepparton and are adopted as principles underpinning the strategy plan.

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 An Overview – Settlement and Housing

2.1 Strategic Context – From the Current MSS to a Future Focus

The current Municipal Strategic Statement (MSS) in the Greater Shepparton Planning Scheme is based on the findings and recommendations contained in the 1996 Strategy Plan.

This section firstly summarises the key strategic focus of the current MSS as it relates to settlement and housing. Secondly, this section provides an overview of the preferred future focus, which ultimately will be incorporated as the strategic directions in the revised MSS.

2.1.1 Current Framework Plans in the MSS

The existing MSS identifies the need for an additional 4,800 dwellings required by 2010, at a rate of 300 dwellings per year. These dwellings will be located in four identified growth corridors in Shepparton and Mooroopna:

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

The existing MSS describes a number of key issues relating to growth:

- There is an urgent requirement to prepare outline development plans (ODPs) for the growth corridors to guide for the efficient release of land.
- The designation of the growth corridors acknowledges the need to protect high quality agricultural land, and to consolidate and intensify development in established areas.
- There is unmet demand for rural residential land, however the location of land for this purpose is problematic in the southern growth corridor due to the extent of the floodplain.
- Good design principles must be incorporated into residential development.
- Medium density housing development should be encouraged.
- The ongoing development of towns is encouraged, subject to agricultural and environmental constraints.

The existing MSS contains specific framework plans for future residential and industrial development. These are described below and included in Attachment 2. The MSS also contains a business plan and an irrigation infrastructure map, however these are existing conditions plans, and cannot be considered as strategic framework plans.

Residential framework plan for Shepparton and Mooroopna

This plan is based on a cadastral map and delineates future residential areas in the above-mentioned corridors. These areas are categorised into long term residential, future residential special investigation areas, and rural residential special investigation areas in the southern growth corridor, that are subject to an ODP.

Residential framework plan for Tatura

This plan identifies areas with long term residential potential, future residential zones and future rural residential zones.

Industrial framework plan for Shepparton and Mooroopna

This plan shows existing and potential industrial zoning, including an area restructure plan in north Shepparton. The plan also shows mixed use areas for small and medium scale development. The site of the showgrounds is ear-marked for highway commercial and industrial uses.

Industrial framework plan for Tatura

This plan shows existing and potential industrial zoning, including the rezoning of the saleyards to the east of Tatura. The plan also shows mixed use areas for small and medium scale development

2.1.2 Future Focus

Since the 1996 MSS was released, Greater Shepparton City Council (GSCC) has commissioned a number of technical and strategic reports that impact on the designation of land for housing.

The following issues are not necessarily directly linked, but together they dictate the need for a more comprehensive growth strategy in the revised MSS:

- The strategic plan for the north and south growth corridors in Shepparton indicates a demand for 375 dwellings per year.
- Growth rates have increased since the 1996 Strategy, and therefore there is a need to review the residential framework plans.
- Areas for rural residential development are appropriately located in the southern corridor, as this land is constrained by floodway boundaries.
- Floodway mapping has provided a more rigorous base to overlay urban growth boundaries. Over time, this mapping will clarify exact development boundaries in the preparation of detailed outline development plans.
- The notion of 'high quality agricultural' land has been expanded to 'productive' land. Such land surrounds most urban settlements in Greater Shepparton, and needs to be protected with a settlement boundary, in the absence of a detailed rural land capability analysis.
- Future settlement patterns should encourage design principles which embrace sustainability and good design for all developments, for example, consolidation of urban areas, re-use of buildings and land, connectivity by both public and private transport. This is applicable to all types of development and is not limited to residential development.
- Sustainability principles extend to the development of town structure plans, which should acknowledge the limits to expansion whilst preserving a niche lifestyle choice of housing.

Greater Shepparton 2030 contains broad strategic plans covering the whole municipality and the main city centre of Shepparton / Mooroopna / Kialla. Town structure plans are intended to follow in a similar format.

The revised MSS should contain an overall growth strategy for urban areas, including towns. This enables the broader concept of urban growth to be articulated and not limited to residential development. It will address future housing, plus other complementary infrastructure such as institutions, recreation areas and linkages.

The two broad framework plans provide an umbrella framework over the numerous structure plans and detailed strategies that have been identified in the implementation plan for each theme.

It is emphasized that these framework plans reflect the broad intent of policy. They are not the result of detailed strategies for each type of land use. Such strategies are listed in the implementation plan and should be undertaken to provide the basis for more rigorous structure planning of particular areas.

2.2 The Direction – Settlement and Housing

To achieve the overall vision and outcomes of *Greater Shepparton 2030* (as outlined in the Strategy Plan report) a major direction has been developed for each topic. This key direction is derived from the background analysis and the comments from the consultation process for each of the sub-topics or themes.

The direction for the topic of Settlement and Housing is:

**Commitment to growth within a consolidated
and sustainable development framework**

3 Community Engagement

The figures on the following pages provide a summary of the feedback from the community consultation sessions.

The discussion was focussed on two stages:

- Current issues in the topic area land and development; and
- Visions for the achievements in 20 years time in Greater Shepparton.

The responses are shown diagrammatically to indicate the common themes from the discussion and also to show the inter-linkages between the themes.

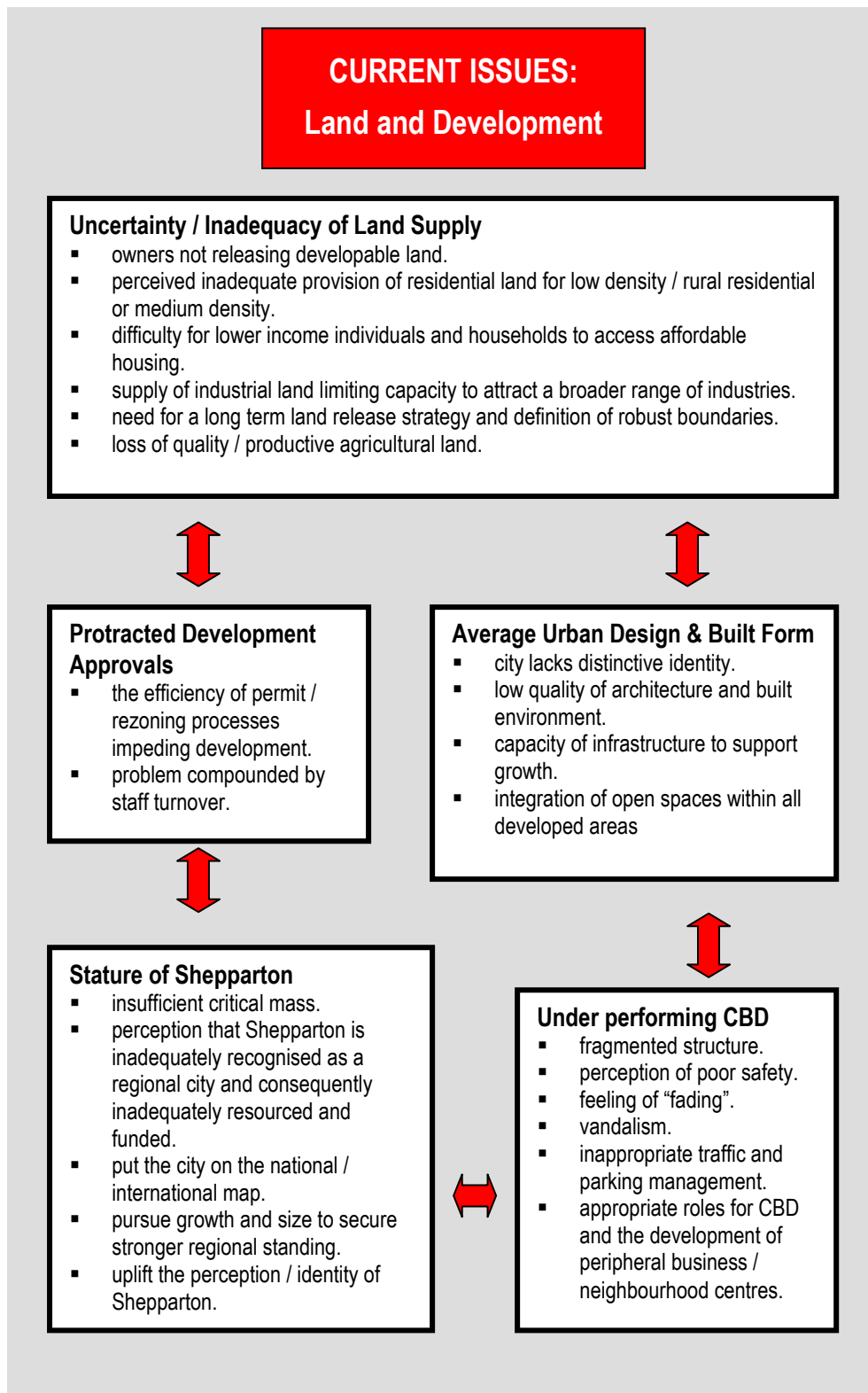


Figure 2: Community consultation on growth and development - current issues

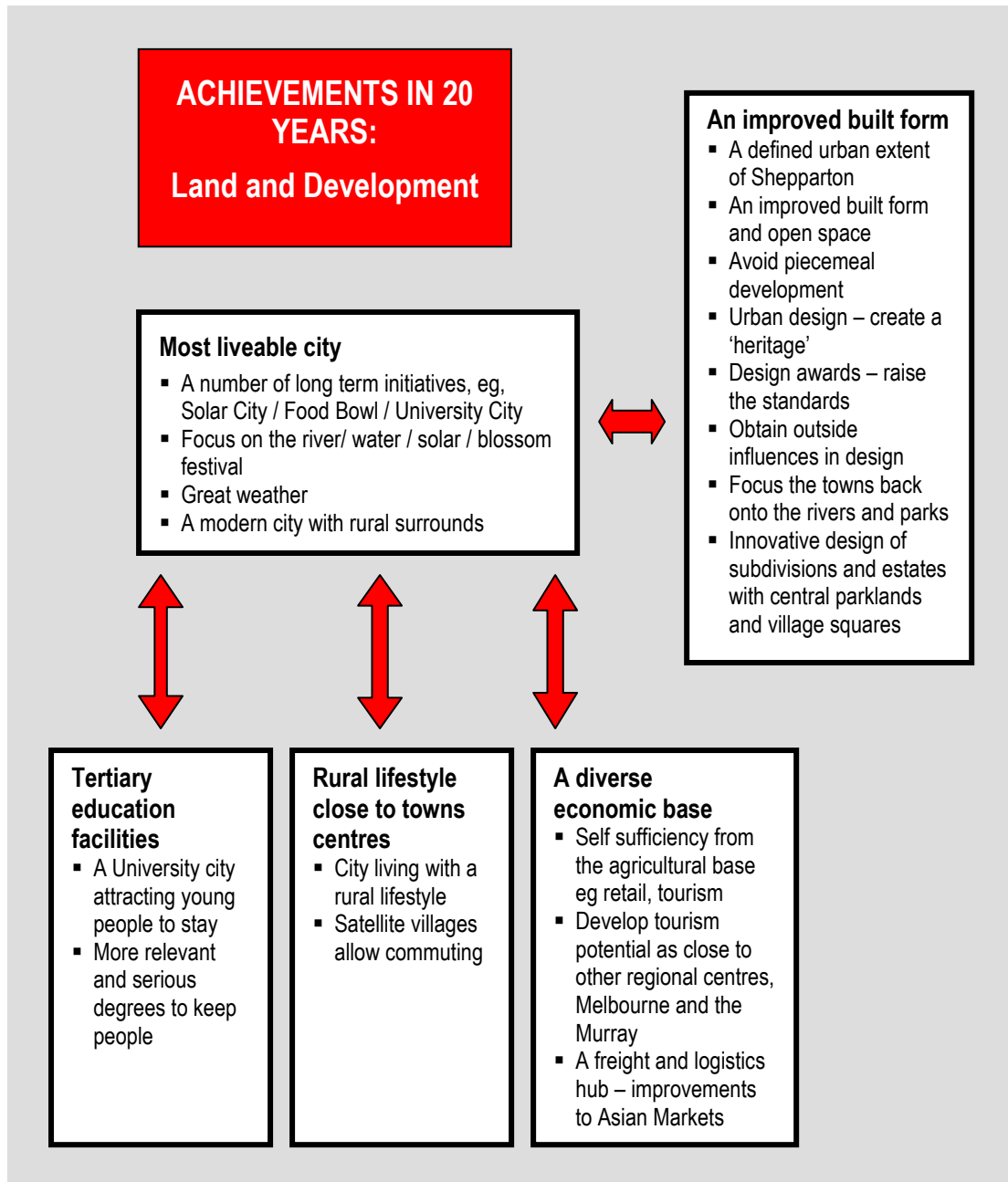


Figure 3: Community consultation on achievement in 20 years - land & development

4 Urban Growth

4.1 Key Issues

Population increases

- The municipality's population is forecast to grow from its current level of 60,403 persons towards 74,000 persons in 2021 and on to 81,000 persons by 2030.
- The multicultural and ethnic base is likely to broaden and expand and the aboriginal community will remain a significant group in the local area.
- The growth rate will slow as the "baby boomers" generation passes on and relatively low birth rates influence population replacement. The overall population will "age" with the "baby boomers" moving into the latter part of their life cycle with a consequential greater demand upon health and support services and housing specifically suited to the needs of this sector.
- The size of households will decrease towards 2.6 persons per household by 2021; household structures will become more diverse and complex leading to a need for greater diversity in house types for a broad range of socio-economic characteristics.
- The environment and climatic benefits of the region, linked to an exodus to regional centres and coastal areas (within convenient access to the metropolitan areas) will see higher rates of persons attracted to the region for retirement and lifestyle reasons.

Growth and development

- The Shepparton/Mooroopna urban area has the status of a regional city. This is evident in such indices as:
 - the range and quality of health services
 - the range of tertiary and post secondary education
 - the quality of transport services
 - the range and diversity of industries
 - visitation and tourism
- The municipality has a capacity to be a national leader and internationally recognised in matters of food science and production, but that potential is not yet fully realised. This leads to a view that proactive growth in employment opportunities and economic activity, health and education services, and in the size of the population is the desired direction into the next 30 years, so that it is elevated in its regional standing and importance and is able to sustain a comprehensive range of services for the regional community.
- The growth of the towns in Greater Shepparton also necessitates effective and efficient planning for:
 - public transport and access to a range of health services, particularly those focused on the needs of an ageing population
 - a need to restructure and invest in infrastructure to support one of Greater Shepparton's roles as a transport and freight hub.
 - land use strategies that provide for growth while protecting the quality agricultural land.
 - land supply to account for current growth rates and growth rates in periods of boom, to be managed with structure plans for short, medium and long term development.
 - the sensitive design and development for areas of identified neighbourhood character, natural or heritage significance.

- The need to identify and commit to long-term defensible boundaries to the extent of urban expansion will be accepted as necessary to ensure the sustainability of the urban community and the well being of productive agricultural land.
- The growth of the agricultural economic base of the municipality will depend on the application of innovation and technology to all aspects of farm management, food production and developments to advance the range, sophistication and value adding to produce.
- Farm holdings will become larger and the role of companies will progressively replace the role of the family in ownership and management.
- Increased sophistication in flood mapping allows Greater Shepparton City Council to accurately identify specific areas that are not suitable for urban expansion.

Access to life long education

- The long-term strength and well being of Greater Shepparton will be based upon the capacity of individuals and the community to learn, apply principles and drive innovation and change. Development is first and foremost about developing the local community so that it can position itself to the full advantage of a rapidly changing environment in which globalisation and a range of technologies are the primary drivers.
- For Greater Shepparton, the establishment and maintenance of a learning community has many dimensions.
 - The relative absence of local tertiary and post secondary education facilities, not only draws young adults out of the community to Melbourne and other regional cities for education, but also makes it harder to subsequently attract their return.
 - The absence of local academic based research and development, with an alignment to local agriculture and food industries, distances local business from the leadership and learning that is needed to stay ahead.
 - The characteristics of a broad ethnic community and a relatively high level of international migration creates a special educational challenge in enabling these individuals and groups to be integrated and effective participants within the local community.
 - As the population ages, the need to provide learning and challenges that are relevant to the older age groups poses a new dimension.
- The response to the education and learning challenge in Greater Shepparton will be a hallmark of the City's success.
- Already, the Council and others have moved forward with significant initiatives to establish a Tertiary Education Precinct in Shepparton. If effectively established, the community will be able to adapt to the changing environment and maintain skills relevant to the advancement of the region. Locally based knowledge and skills can sustain a stable local labour force that drives innovation to the benefit of locally based industries. As a consequence of the educational issues being addressed Greater Shepparton would be a more equitable community.

Availability and management of water

- The availability and management of water is among the highest priorities and challenges facing the Greater Shepparton community. The recent drought has severely escalated an underlying issue that cyclically will revisit this and other rural communities with a high dependence upon agricultural production. The drought has demonstrated and reminded the community about a fundamental

- vulnerability that threatens the long-term well being of Greater Shepparton.
- The consequences of the recent drought are directly and indirectly evident, impacting upon individuals and the community in the following ways:
 - the cost of feed
 - the cost and trading of water
 - the abandonment of land and land degradation
 - the slaughter of stock
 - the personal financial crisis
 - family stress and break up
 - the amount of money and spending in the local economy
 - product quality and quantity available for market
 - the viability of business
 - attempts to subdivide and sell land in order to subsidise short term existence.
 - The problem and its solutions have both national and local dimensions. All spheres of government have recognised responsibility in addressing the issues associated with the effective management and availability of water. The ownership, trading, transfer and distribution of water throughout the Murray/Darling basin will provide a national and strategic framework within which local councils and communities will operate.
 - The challenge is to establish a whole of government approach and an active engagement of the community at the local level in identifying and implementing a range of measures that will enhance sustainability, reduce the dependence upon water and the efficient and effective use of the water that is available. These initiatives should embrace science and technology through to environmental initiatives and will have application on the farm, orchard and in the home and industry.

Dependence upon the agriculture sector

- There is a high local dependence and reliance upon the agricultural sector as a source of local employment and wealth. This regional strength can also be the region's vulnerability, particular in the face of salinity and drought.
- While strategies might be followed to "attract" new and different industries into the municipality, success and sustainability is not assured. There are numerous examples of business attracted to a region that find that for the same or similar reason they are subsequently attracted elsewhere.
- The challenge in the municipality is to diversify and broaden its economic base in a manner that builds onto the inherent strength in primary production and processing, in a way that reduces wide spread vulnerability.
- This is where learning and knowledge-based development initiatives should be of greatest value. The application of technologies in the fields of cyber technology, biotechnology and advanced materials to the local economy should be pursued as the vehicle to build the City's changing industrial future.
- Areas of opportunity potentially include the use of information technology to help assess the use and conservation of land. Biotechnology can be used to clean up pollution and protect plants.
- As the municipality develops, a range of local based service industries will follow and establish.
- Building on the assets and strengths of the region, the opportunity exists to significantly improve the performance of the local tourism industry by effectively marketing the heritage, culture and environment of the region.

4.2 An Update on Relevant Strategies/Reports

4.2.1 1996 Strategy Plan

Section 2 of this Report summarises the housing and settlement position contained within the current MSS.

4.2.2 Shepparton North and South Growth Corridors – Outline Development Plans, Coomes Consulting Group (December 2002)

Two growth corridors for future residential development are identified in the MSS, and the panel for the new format planning scheme urged Council to prepare these ODPs for the growth corridors as a matter of urgency. The corridors are:

- Northern Corridor:
This corridor covers the area bounded by Ford Road, Goulburn Valley Highway, Verney Road, and the No. 14 G-MW irrigation channel, and has a total area of approximately 200.6 hectares.
- Southern Corridor:
This corridor covers the area south of the Broken River to Bennetts Road between the west side of the Goulburn Valley Highway and Goulburn River, and its western and southern boundaries shaped by Seven Creeks, and has a total area of approximately 490 hectares. This corridor contains the former drive-in site (corner Riverview Drive and Goulburn Valley Highway), which is a major redevelopment site, and is also located close to Shepparton Airport and the Shepparton Harness Racing Track to the east.

The demand for residential land was calculated at 3,673 lots, using population projections, and an annual growth rate of 1.4%. This equates to a land area requirement of 853 ha. In terms of supply, figures supplied by the Greater Shepparton City Council indicate there is approximately 151 ha (based on 9.4 lots per hectare) of undeveloped Residential 1 Zone land in both Shepparton and Mooroopna. Based on take up rates of 263 dwellings per year there is approximately 2.3 years supply.

Of this area of unzoned land the northern and southern growth corridors comprise a gross land area of approximately 690 hectares, with a developable area of 355 hectares.

Table 1- Land Budgets for the Shepparton North and South Growth Corridors

Corridor	Hectares	Developable Area	Lot yield	Persons/ household	Population
Northern	200.68	173.90	1,047	2.6	2,722
Southern	488.30	181.43	1,412	2.6	3,671
Total	688.98	355.33	2,459	2.6	6,393

(Source: Growth Corridor Outline Development Plan Report, Coomes Consulting Group 2003)

The supply and demand analysis indicates that by 2015 there will be a deficit in the amount of land either zoned or identified for residential development.

Some of the land in the southern growth corridor is affected by the flight paths of both the north-south and east-west runways of the Shepparton Aerodrome. These areas are subject to the provisions of the Airport Environs Overlay (AEO), which requires that permit applications for sensitive uses of land (as listed in the schedule) be referred to the airport owner. For use and/or development applications on land located within the 20 Aerodrome Noise Emission Frequency (ANEF) and within the transition slopes for both runways, it is also recommended that under the provisions of the Planning and Environment Act 1987, a Section 173 Agreement be entered into with landowners so as to acknowledge the presence and the potential impact of the airport.

There are some issues on the urban-rural interface for the northern corridor regarding spray drift from chemicals used in primary production, noise from machinery and farm operations, dust, and odours from farm waste.

4.2.3 Urban Design Frameworks

A number of urban design projects have been undertaken with funding from the State government's *Pride of Place* program. The main goal of each project was to provide a long term vision for the development of each town. At this stage design frameworks have been prepared for those towns described below, and this is an ongoing program to cover all urban settlements in the municipality.

Shepparton Urban Design Framework, Collie (January 1999)

The study area is the Shepparton CBD area bounded by Welsford Street, Nixon Street and Sobroan Street. The framework provides guidelines for the standard of design of new non residential buildings, and the role of public art in the urban context. Specific recommendations are made for the city entries, significant sites, the river corridor, open spaces, car parks, pedestrian links, interfaces, and the railway.

The themes for the centre are:

- cultural backgrounds, especially the large indigenous population;
- fruit technology; and
- the Goulburn River.

The framework created different precincts for urban design purposes:

- Central business and entertainment core, mall
- TAFE
- Northern and railway fringe
- North and southern residential areas
- Civic area – Municipal, art gallery and Queens Gardens
- Wyndham Street environs
- River corridor and open spaces

Major applications are tested against these design guidelines, for example the imminent redevelopment of the Bonlac site at the entrance to the CBD.

Toolamba Urban Design Framework, Urban Initiatives (June 2002)

This role of Toolamba is considered to be a satellite residential area to the larger Shepparton-Mooroopna urban area. The character of the town is based on its setting in natural woodland adjacent to the Goulburn River.

Future development is constrained, as Toolamba is unlikely to be connected to reticulated sewerage, and therefore lot size is determined by the requirements of septic systems. There is a limited supply of about 20 residential lots in future.

The authors of the Urban Design Framework consulted with residents about the degree of change that they would accept for Toolamba. The majority of respondents were open minded about the degree of change, but did not favour rapid expansion or no change.

The framework plan for Toolamba shows:

- the existing settlement boundary
- the direction for future township expansion
- the direction for long term township expansion
- Town Centre
- Recreation Reserve
- potential re-development area along railway station

Strategic action plans are also developed for: the town centre; the sports and primary school precinct; town entrances; Wren Street improvement; improvement of new residential areas; and laneway upgrades.

Katandra West Urban Design Framework, Urban Initiatives (January 2003)

Katandra West is considered to be a desirable commuter town near the larger Shepparton-Mooroopna urban area. It also contains a higher than average socio-economic group of residents. The function of the town is to provide local services only, and it is not a through route along the Katamatite- Shepparton Main Road.

The town is uniquely planned, with a central octagonal subdivision creating a public facilities precinct. In terms of expansion there has been a 13 lot subdivision at the end of Burgman Street. There are limited rural residential lots as another character of the town is considered to be the residential areas adjacent to large working farming properties.

The authors of the Urban Design Framework consulted with residents about the degree of change that they would accept for Katandra West. The majority of respondents supported gradual development and evolution.

The framework plan for Katandra West shows:

- the existing settlement boundary
- the direction for future township expansion
- the direction for long term township expansion
- Restructure Area
- Town Centre
- Recreation Reserve

Strategic action plans are also developed for: town entrances; recreation reserve; town centre; and residential areas.

Tallygaroopna Urban Design Framework, Urban Initiatives (Jan 2003)

Like Katandra West, the function of Tallygaroopna is to provide local services only, and it is not a through route along the Highway. It also contains a higher than average socio-economic group of residents. The town has an older section at the west end of Victoria Street, characterised by the elm trees. The concrete grain silo

is a landmark.

The authors of the Urban Design Framework consulted with residents about the degree of change that they would accept for Tallygaroopna. The majority of respondents supported gradual development and evolution.

The framework plan for Tallygaroopna shows:

- Existing settlement boundary
- Direction for future Township expansion
- Town Centre
- Recreation Reserve

Strategic action plans are also developed for: the town entrances; Victoria Street; recreation reserve; new and future residential areas; and a low density mixed use area.

4.3 Achieving the Strategic Objectives

4.3.1 Objectives

The key objectives for this subtopic are:

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.

Objective 4: To provide convenient access to a range of activity centres and employment opportunities that can serve the expanded municipality.

The following table provides the detailed strategies and an action plan.

Following the strategy tables are the framework/structure plans to guide future growth and development across the municipality.

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework				
Theme: Growth				
Objectives	Strategies	Actions	Council Role	Priority
		<ul style="list-style-type: none"> ▪ Review the supply of undeveloped residentially zoned land every 5 years to ensure that there is at least 10 - 15 years supply within the urban growth boundary ▪ Prepare a Housing Strategy. ▪ Prepare an Industrial Land Review ▪ Prepare a Retail/Commercial Floorspace Review 	<p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p>	<p>M - H</p> <p>H \$80,000</p> <p>M \$40,000</p> <p>H \$50,000</p>
2. To release land efficiently in terms of location, supply of services and infrastructure	<p>2.1. Ensure land is released through sequential rezoning, commensurate with the availability of utility services, access to convenience services and public transport, and the choice, supply and availability of other developable land</p> <p>2.2. Ensure the rezoning and/or development of land is linked to the approval of a legal agreement for the funding of necessary physical infrastructure and community services as identified in Development Plans</p>	<p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Apply the GS 2030 Framework Plans. ▪ Require the preparation of a legal agreement for development contributions prior to the exhibition of a rezoning or approval of a development plan. <p>Applying Zones and Overlays</p> <ul style="list-style-type: none"> ▪ Apply the Development Plan Overlay to the identified growth areas. ▪ Apply the Development Contributions Plan Overlay to identified growth areas. 	<p>Provider</p> <p>Provider</p> <p>Provider</p>	
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.	3.1. Provide an Urban Growth Boundary beyond which additional urban growth and rezoning should not be supported except in the context of comprehensive review of this strategy.	<p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Apply the GS 2030 Framework Plan, Shepparton, Mooroopna & Kialla Urban Growth Boundaries ▪ Apply the GS 2030 Town Framework Plans <p>Applying Zones and Overlays</p> <ul style="list-style-type: none"> ▪ Apply the Development Plan Overlay to the identified growth areas. 	<p>Provider</p> <p>Provider</p>	

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework				
Theme: Growth				
Objectives	Strategies	Actions	Council Role	Priority
	<p>3.2. Discourage the establishment of non farming related activities in rural zoned land</p> <p>3.3. Identify a possible new site outside the urban growth boundary for the Shepparton Aerodrome.</p>	<p>Undertaking further strategic work</p> <ul style="list-style-type: none"> ▪ Prepare a Housing Strategy ▪ Prepare a Rural Land Strategy ▪ Undertake a feasibility study into the relocation of the Aerodrome 	<p>Provider</p> <p>Provider/ Facilitator</p> <p>Provider</p>	<p>H \$80,000</p> <p>H \$80,000</p> <p>M-H \$40,000</p>
<p>4. To provide convenient access to a range of activity centres and employment opportunities that can serve the expanded municipality.</p>	<p>4.1. Identify, promote and manage a range of activity centres that are conveniently located and easily accessible to all residents</p> <p>4.2. Protect and develop the role of the Shepparton CBD as the primary activity centre for retail, entertainment, education and community facilities.</p> <p>4.3. Promote the expansion of the neighbourhood retail centre in the north growth corridor at the site of Fairleys Supermarket, and promote the establishment of a new neighbourhood retail centre in the south corridor at the former drive-in site.</p> <p>4.4. Reinforce the role of established lower order and convenience centres within the municipality.</p>	<p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Apply the GS 2030 Framework Plans ▪ Apply the GS 2030 Framework Plan, Shepparton, Mooroopna & Kialla Urban Growth Boundaries. ▪ Apply the GS 2030 Business Framework Plan ▪ Provide for the establishment of tertiary education and the “University City” role in/near to the CBD. <p>Applying Zones and Overlays</p> <ul style="list-style-type: none"> ▪ Apply the Business 1 Zone to the CBD of Shepparton. ▪ Apply the Development Plan Overlay to the Tertiary Education Precinct <p>Undertaking further strategic work</p> <ul style="list-style-type: none"> ▪ Prepare a Retail/Commercial Floorspace Review 	<p>Provider</p> <p>Provider</p> <p>Provider</p>	<p>H \$50,000</p>

4.3.2 Framework Plans

The Framework Plans prepared to support the abovementioned objectives are described below:

Greater Shepparton 2030

This framework plan encapsulates the definitions of roles and functions for each of the towns and city centre, identifying residential, business, industrial or other land use directions. At a later stage, the preparation of local structure plans for each town will further support the strategic framework plan.

The municipal framework plan can be described as a network of connected urban areas of varying sizes and functions. These urban centres are connected by a road network of main and secondary arterial roads. The role of each centre depends on its growth potential and the logical limits to urban expansion. It is not sustainable to expand all centres in an ad hoc fashion, due to the implications for service and support infrastructure at a later date.

More specifically the framework for the municipality is characterised by:

- different levels of urban settlement based on size, role, and their future growth potential, as listed in Table 3. The highest order centre is the Central Business District, which forms the heart of the wider city area of Shepparton / Mooroopna / Kialla. The middle level of town is applied to Tatura and Murchison. The third level of settlement applies to the small towns in the municipality.
- two major highways (the Midland Highway and the Goulburn Valley Highway) traverse the municipality and provide major north-south and east-west linkages;
- a series of secondary roads providing linkages between towns in the municipality and to other regional areas;
- the site of the freight logistics centre, south of Mooroopna. This site is adjacent to the railway line, and an access point for the proposed Shepparton bypass.

Table 3: Functions and Roles of Urban Settlements, Greater Shepparton

Settlement type	Location	Function	Future
Central Business District	Central Shepparton	Primary business & entertainment focus	<ul style="list-style-type: none"> ▪ Reinforce role as the centre for services and facilities ▪ Specialist precincts for entertainment and tourism
City	Shepparton Mooroopna Kialla	Major regional centre	<ul style="list-style-type: none"> ▪ Consolidation and growth within designated boundaries ▪ Diversity of functions: retail, business, civic, industrial, and higher density living. ▪ Future expansions to match demand.
Town (Medium)	Tatura Murchison	Self sustaining towns	<ul style="list-style-type: none"> ▪ Some growth potential when matched by demand.
Town (small)	Congupna Dookie Katandra West Kialla West Merrigum Tallygaroopna Toolamba Undera	A local service provider	<ul style="list-style-type: none"> ▪ Retain size and role as towns ▪ Limited growth potential ▪ Consolidation ▪ Lacking such as sewerage, services and unlikely to be developed

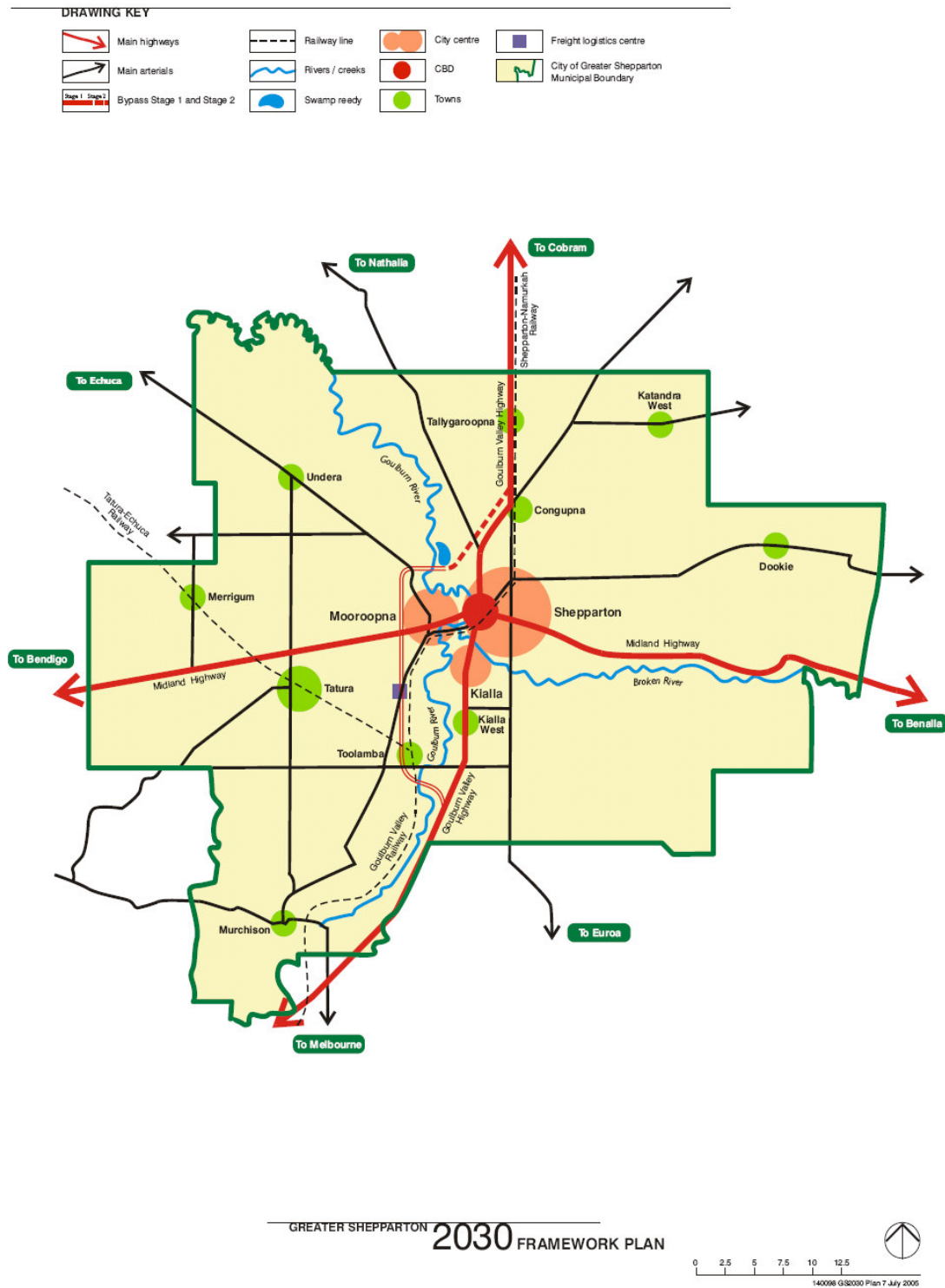


Figure 4: Greater Shepparton 2030

Shepparton, Mooroopna & Kialla – Settlement Boundaries

This framework plan for the Shepparton, Mooroopna & Kialla urban areas is characterised by:

- Long term settlement boundaries for urban use and growth, defined principally by main roads bounding the city, the flood plain and environmental features of the Goulburn and Broken Rivers.
- Reinforcement of the Shepparton CBD as the primary focus of higher order retail, business, entertainment and administrative functions.
- The identification of lower order neighbourhood retail and community centres to serve convenience needs of north Shepparton, Mooroopna and Kialla.
- Land available for residential expansion and growth, particularly to the north and south of Shepparton, which will serve the needs of the city for approximately 30 years.
- Opportunities for lower density residential living at the periphery of the towns and south east of Shepparton.
- Provision for peripheral sales and highway related retailing in a number of precincts with frontage to arterial roads.
- The location of the community hubs north and south Shepparton.
- The identification of the freight logistics centre located to the south of Mooroopna at the confluence of the proposed alignment of the Shepparton Bypass and the Shepparton - Melbourne railway line.
- Identification of potential major project sites, including the Shepparton Aerodrome, KidsTown and the surrounding green belt, the Tertiary Education Precinct, and the Shepparton Showgrounds.
- The protection of the flood plains and environs of the Goulburn and Broken Rivers and Sevens Creeks.
- The long term protection of the agricultural areas outside the settlement boundary.

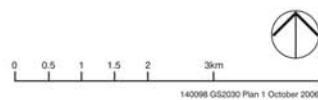
DRAWING KEY

-  Area for urban development
-  Major project sites
-  Rivers / Creeks
-  Arterial road network
-  River corridor environs
-  Limit of urban development



Notes:
 - This plan shows extent of urban development limits for Shepparton Mooroopna and Kialla 2030.
 - Where relevant the urban growth boundary follows the Urban Floodway Zone as determined by the Floodplain Management Plan 2003.

GREATER SHEPPARTON **2030** FRAMEWORK PLAN
 Shepparton, Mooroopna & Kialla
 Urban Boundaries & Major Project Sites



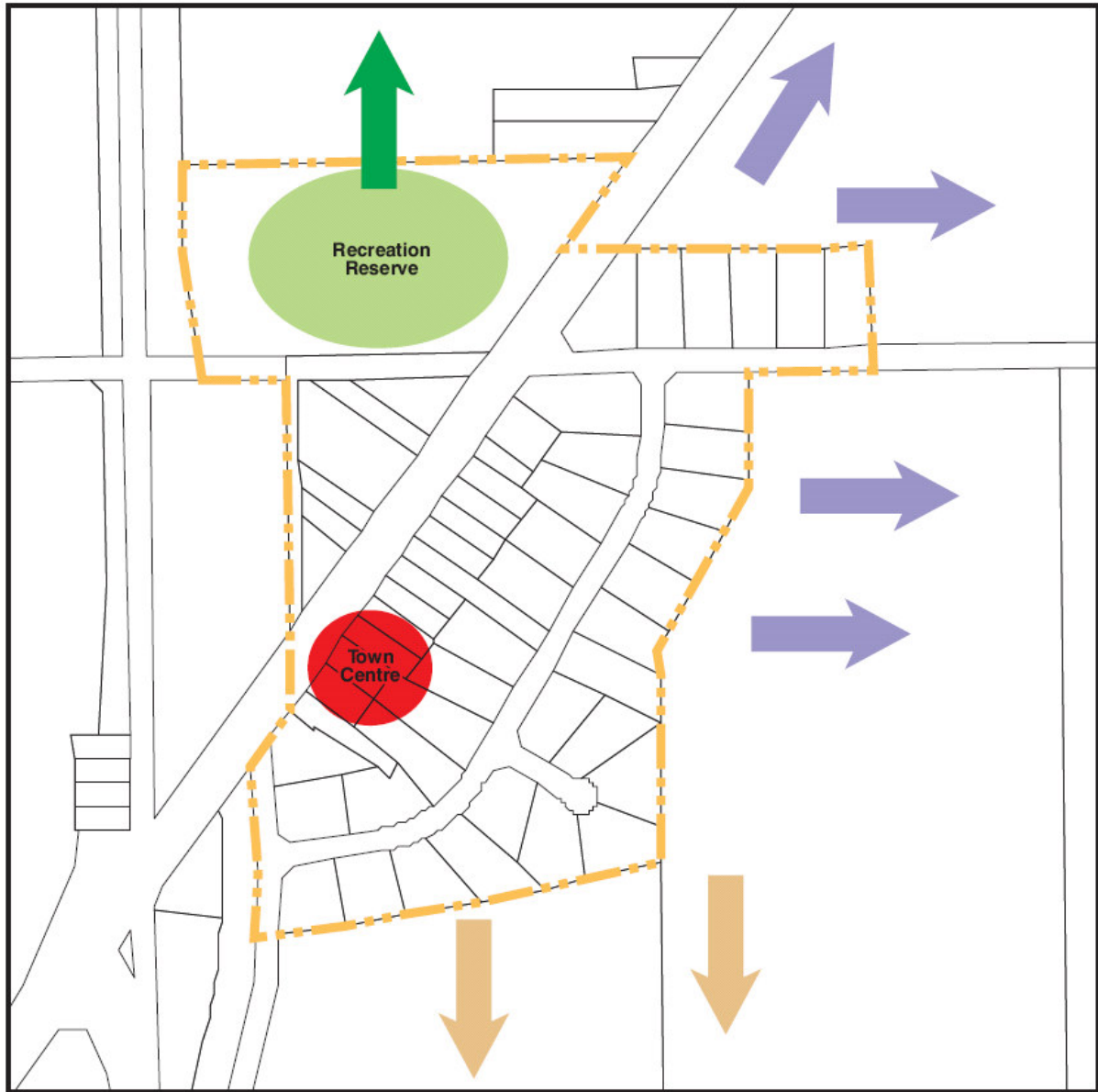
Knowledge Creativity Performance
 Engineering Surveying Planning Urban Design Landscape Architecture
 Sustainability and Environment Agribusiness Project Management



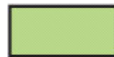



Figure 5: Shepparton, Mooroopna & Kialla Urban Growth Boundary, and Major Project Sites

Towns Plans

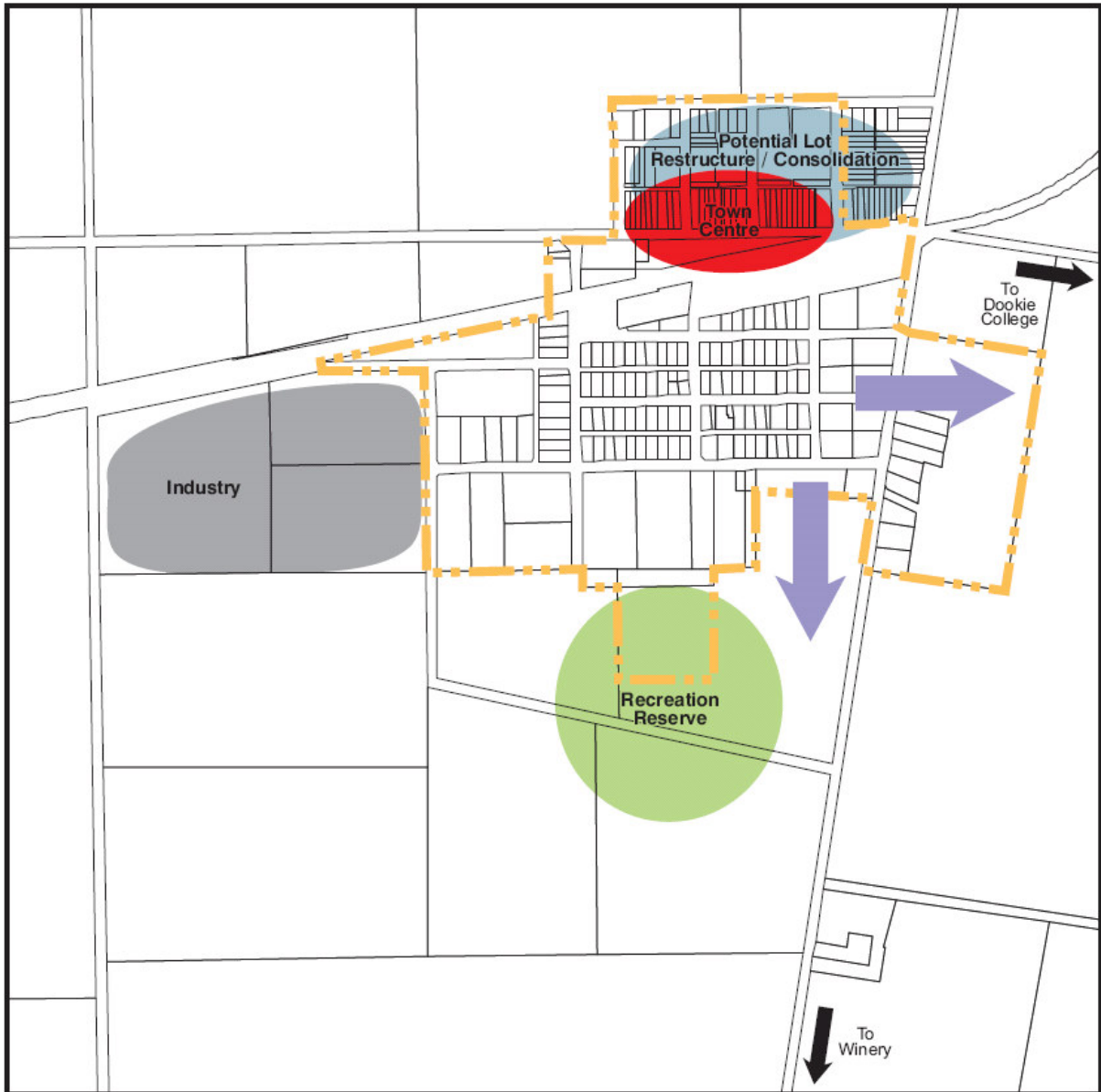
The framework plans for the towns are characterised by:

- The designation of the main town centre, which is likely to remain a key focus of the town.
- The existing settlement boundary (based on current urban development) is included. In the majority of towns, most predicted short to medium terms growth can be accommodated within the existing town boundary.
- An indication of growth rates for the towns is included as a guide to the area of land which may be required for residential growth on a per annum basis.
- Areas for future residential development, which maybe indicated in stages depending on the demand for residential land in each town, take-up rates and provision of infrastructure to service the land.
- Identification of potential long term residential areas, subject to the development of the aforementioned future residential land, and subject to demand and supply and the provision of necessary urban infrastructure. These areas are provided to accommodate any boom in settlement over the long time frame of this project.
- Recreation reserves are indicated, and future recreational facilities should be consolidated in or near these locations, when demanded by an increase in local population.
- Industrial areas are designated for some of the towns, in logical areas adjacent to major transport routes, and separated from areas of environmental significance or high residential amenity.
- All new development must be based upon land capability studies, and it is preference that new development not leap-frog existing non-residential development.



- | | | | |
|-------------------------------------------------------------------------------------|---------------------|-------------------------------------------------------------------------------------|-----------------------------------------------------------|
|  | Settlement Boundary |  | Direction for future township expansion |
|  | Recreation reserve |  | Direction for long term township expansion |
|  | Town centre |  | Special investigation for expansion of recreation reserve |



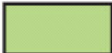







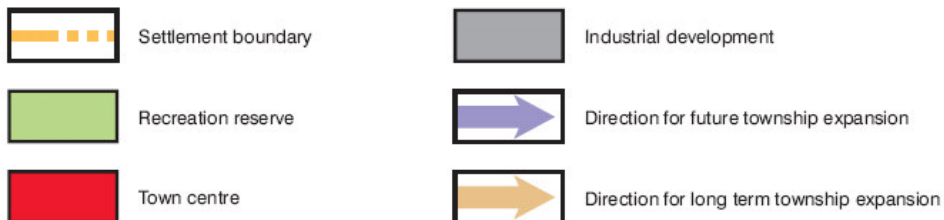
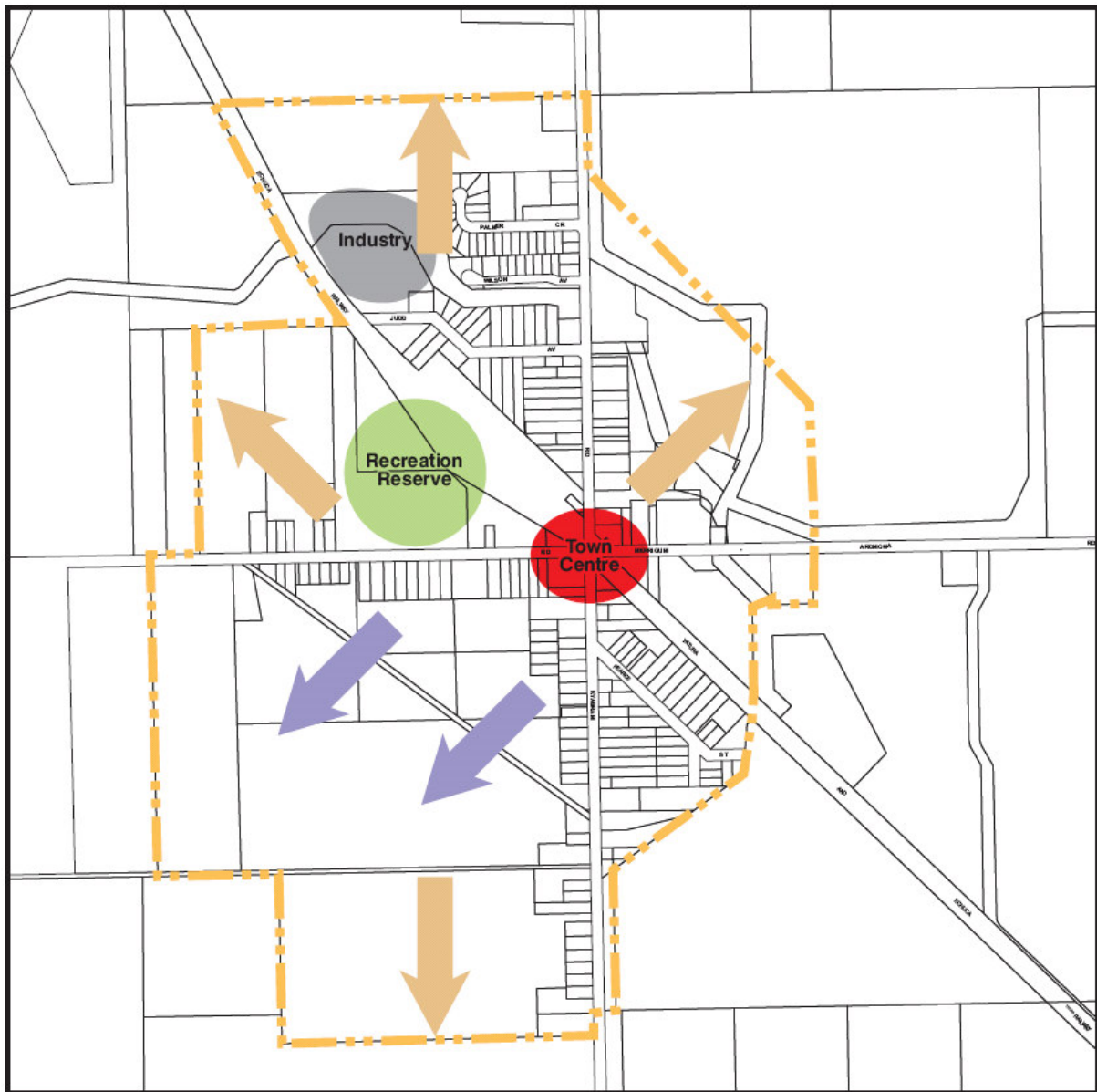
GREATER SHEPPARTON **2030** DOOKIE TOWNSHIP





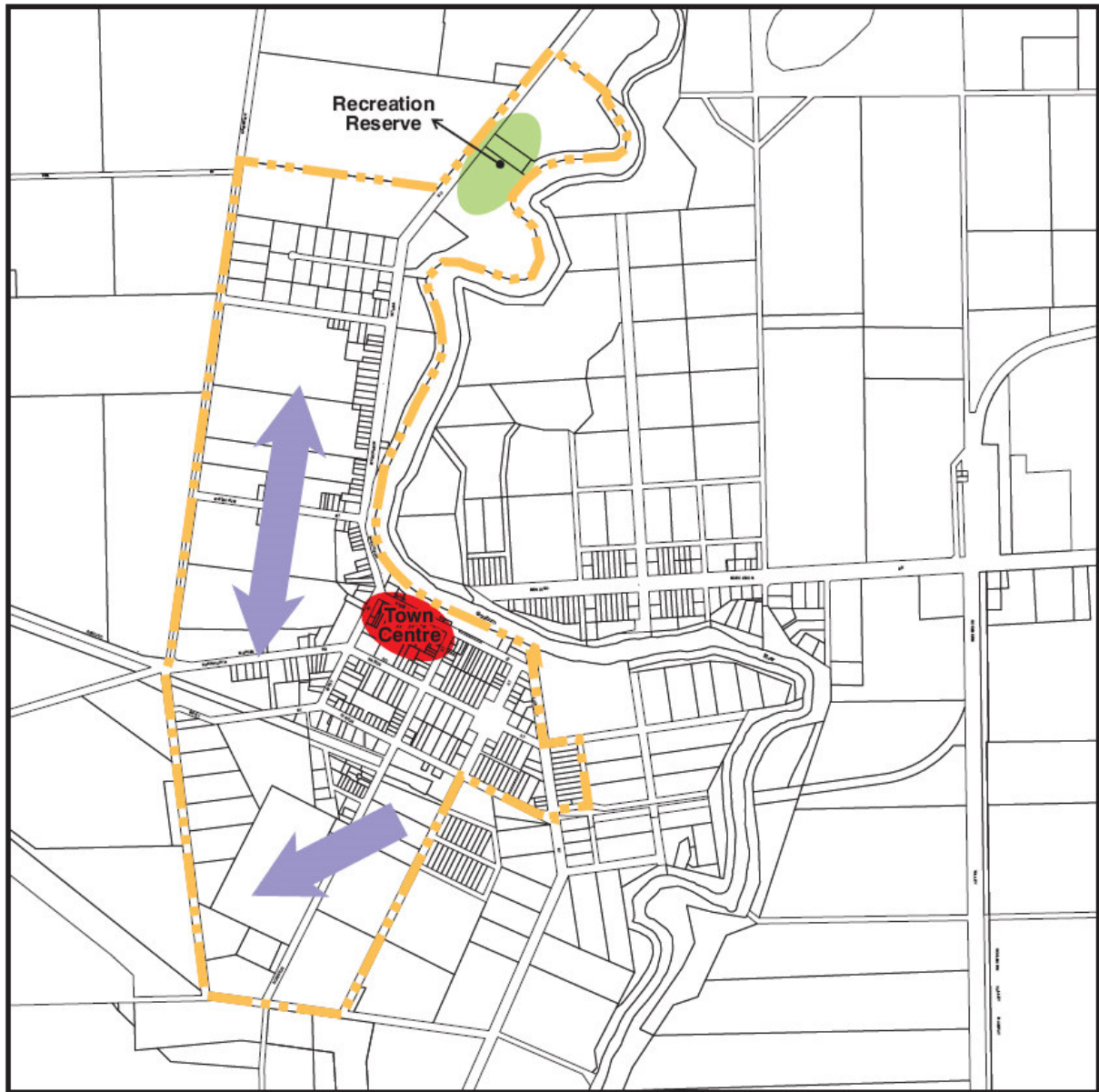
- | | | | |
|-------------------------------------------------------------------------------------|---------------------|-------------------------------------------------------------------------------------|--------------------------------------------|
|  | Settlement boundary |  | Restructure area |
|  | Recreation reserve |  | Direction for future township expansion |
|  | Town centre |  | Direction for long term township expansion |

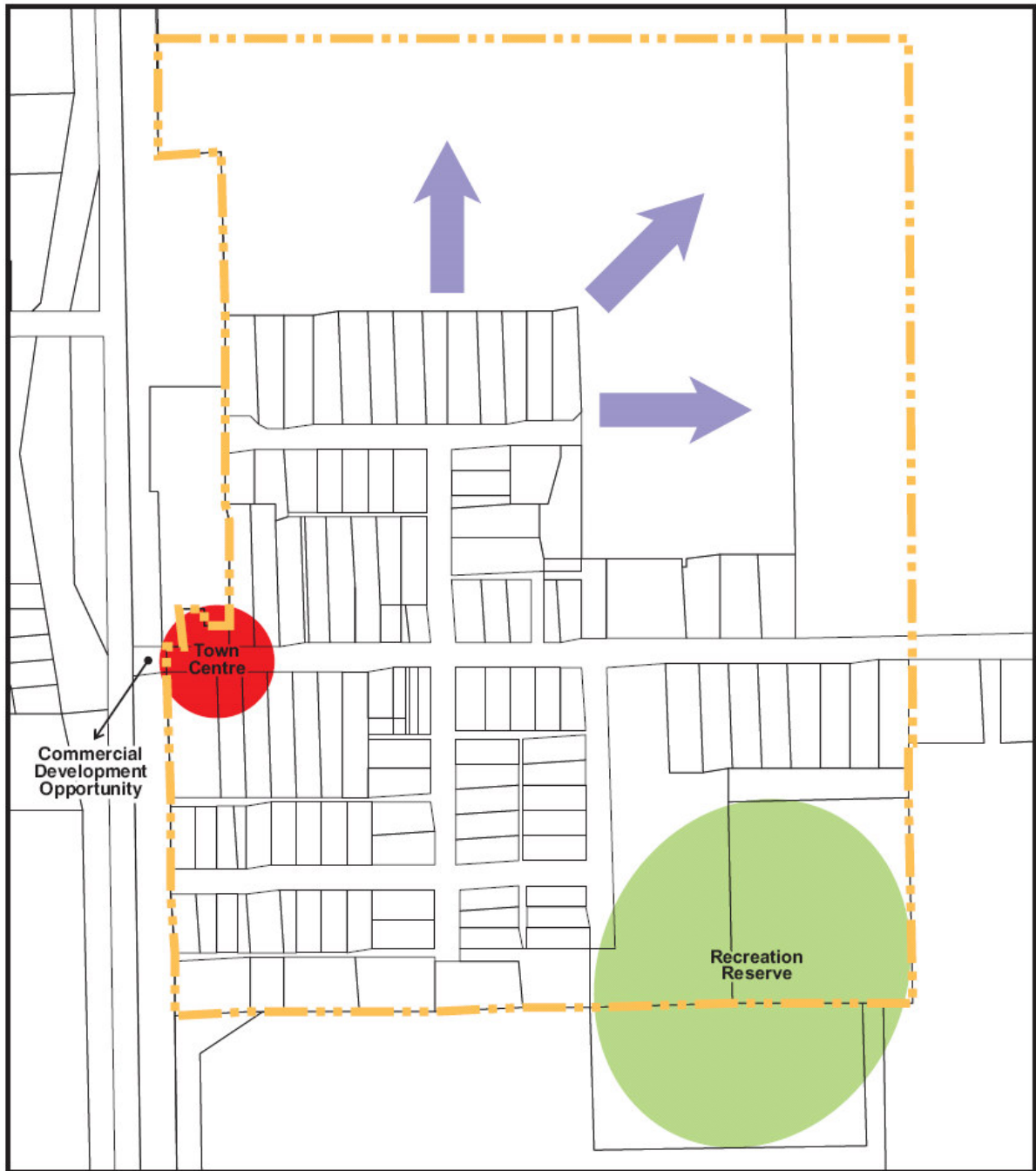




GREATER SHEPPARTON **2030** MERRIGUM TOWNSHIP

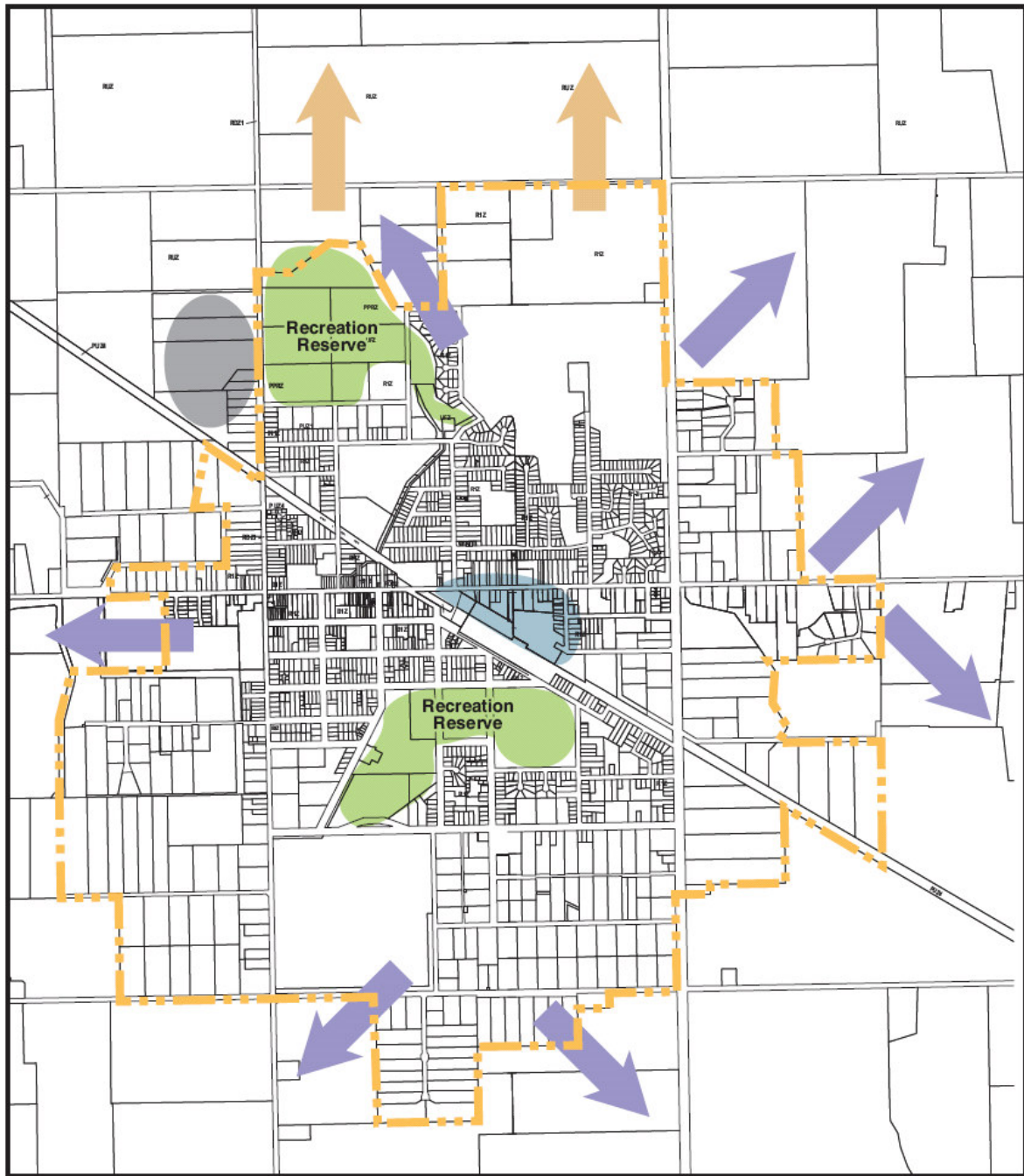


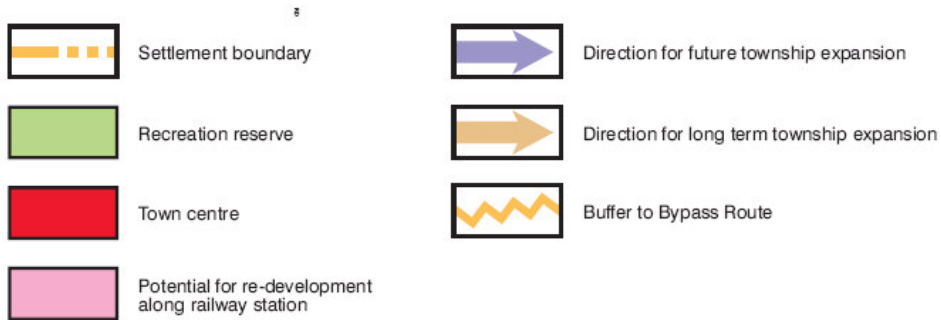
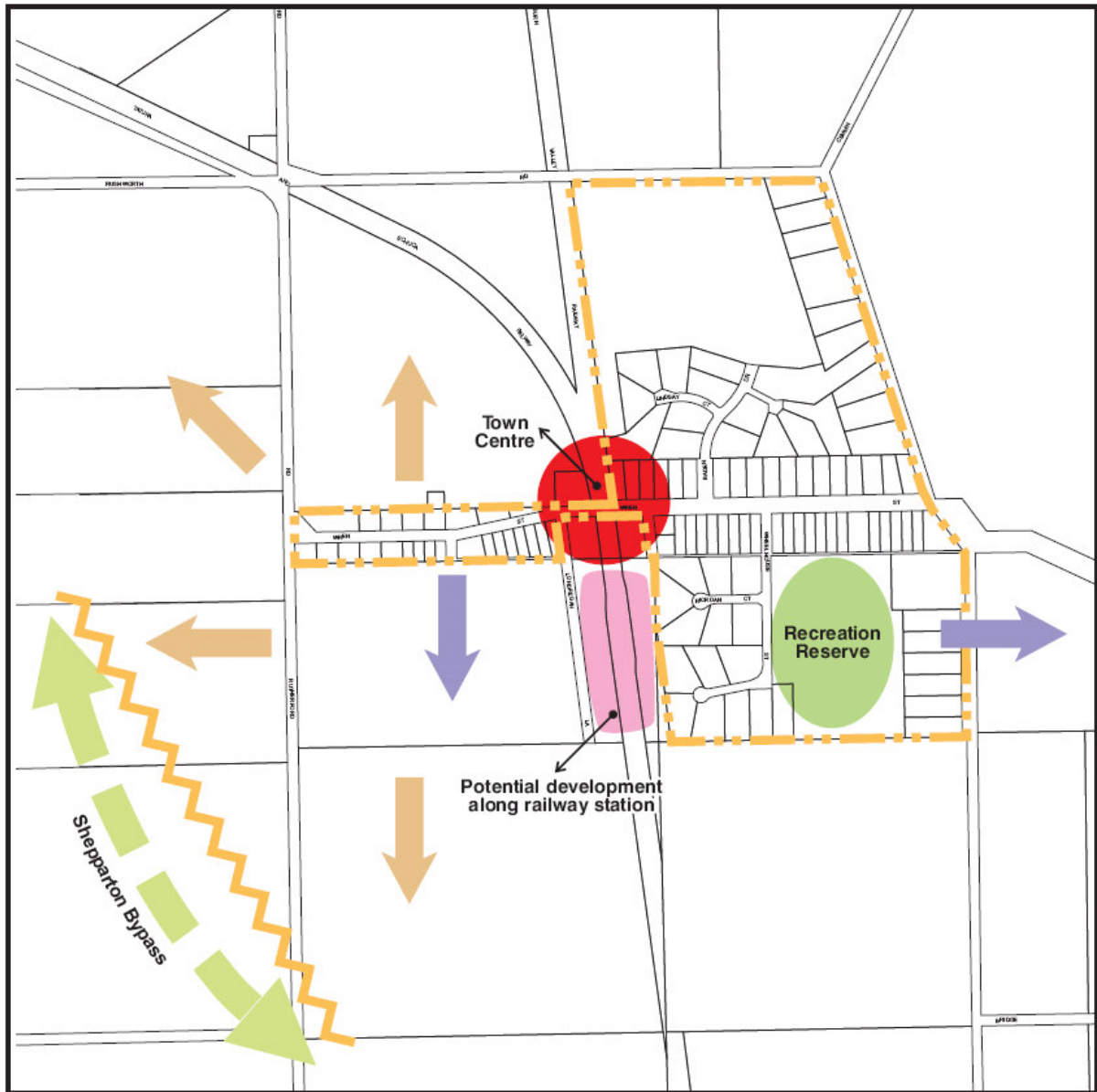




-  Settlement boundary
-  Town centre
-  Recreation reserve
-  Direction for future township expansion









5 Housing

5.1 Key Issues

This section contains specific housing issues for Greater Shepparton, based on the population composition as forecast in Background & Analysis Report No. 1: Demographic Profile.

These issues should be considered against the overall housing goals for the municipality:

- managing residential growth and urban expansion
- maintaining an appropriate supply of residentially zoned land;
- providing an appropriate residential mix for the forecast population;
- managing change in established areas;
- applying sustainable development principles to planning and development for both individual buildings and towns.

There are known economic and demographic trends with long term implications for the planning and development of housing stock, including:

- a general long term decline in the proportion of people purchasing on a mortgage
- young housing age groups are deferring purchases or are less able to enter the market, due in part to increase in house prices, a mobile and flexible workforce, casualisation of jobs, and expenses relating to tertiary education.
- in many cases, single income households are priced beyond the housing market.
- government incentives, such as the first home buyers grant, assist in housing affordability
- the rate of unemployment, rate of family breakdowns, and the number of aged persons with inadequate superannuation entitlements, will result in a surge in demand for affordable dwellings.
- whether Greater Shepparton is perceived to have attractive rates of return for investment in rental housing stock.

5.1.1 Providing for Smaller Households

There has been an ongoing gradual reduction in household occupancy rates which is forecast to decrease to 2.2 persons per household by 2031 (Victoria in Future 2004, DSE). This will create a high demand for a different form of housing from the typical detached family home that predominates in Greater Shepparton. Many of the households will in fact be sole person households, as a consequence of an ageing population, break-up of families, and young people moving to larger towns to work or study. Home ownership for a sole person is more difficult in terms of affordability.

A housing strategy should include surveys of this group to assess their typical housing profile. Housing strategies for residential areas should identify areas suitable for the development of medium density housing, student housing; potential for subdivision or conversions of older housing and industrial buildings; and shop top dwelling conversions.

5.1.2 An Ageing Population

There is a large projected increase in the proportion of persons aged 60 and over in the municipality to 2031. The proportion of the municipality in this age group was 16.7% in 2001 and is forecast to increase to 28% in 2030, which is slightly higher than the forecast for Victoria of 27.7% (Victoria in Future 2004, DSE).

A major issue for planning for the housing of this group is the desire for many people to stay at home for as long as possible, with the benefit of Home and Community Care programs. This is particularly applicable to those people from remote areas and retired farmers, who wish to remain in familiar areas.

There will be a range of people in this age group, from early retirees that are fully independent and may combine part time work with leisure activities, to elderly people who are fully supported. Subsequently the housing and community facility demands of these sub groups will differ and may include:

- independent living units
- retirement villages, which may be co-located with supported living dwellings
- serviced apartments
- supported residential units
- residential aged care

There will be demand for medium density of 1-2 bedroom stock, smaller lots with manageable gardens, in both the private and public housing markets. Such housing should be provided in proximity to services and other residents, to encourage social interaction and easy access in the event of emergencies. Physically these dwellings should be flexible in terms of occupant use, contain ramps and have minimum changes in levels.

5.1.3 Housing Type

The predominant housing stock in Greater Shepparton is a detached house on a large lot, representing 90% of the housing stock. Only 4.3% of the stock comprises flats or units.

Council policy can redirect these proportions over time in the form of approval of structure plans for specific areas.

5.1.4 Affordability

House prices in the Greater Shepparton area are amongst the highest in regional Victoria outside of the Bellarine Peninsula and the Surf Coast.

Table 4: Review of Median Prices for Residential Land, Greater Shepparton

Accommodation type	Median price in \$
House	\$192,000
Unit/ apartment	\$169,000
Vacant block	\$ 87,000
Number of house sales	765

Source: "Know Your Town" DSE, 2004

The municipality also has relatively high proportions of publicly rented housing (5.2%) and privately rented housing (20.4%) compared to the regional Victoria average (3.9% and 16.6% respectively).

Some current issues regarding to public housing are:

- Access to public housing stock is becoming more difficult.
- Length of tenure for occupants is not secure, depending on whether they meet the 'need' criteria – this has implications for the development of family and community networks.
- A decrease in the total public housing stock places pressure on the low rent private rental sector.
- The increase in rent for older people, which is greater than pension increases.
- Demand for low cost housing for young people with short term work contracts, or itinerant labourers.
- The provision, or lack thereof, for community services to address homelessness and demand for transitional housing.

The federal government is responsible for policies relating to employment, housing, and affordability of housing. Policies for public housing are implemented under the joint Commonwealth–State housing agreements. Recently, changes to the operation of these agreements have seen a trend to provide for the critically needy. This results in a group of people who may fall outside this definition but who cannot access other low rent housing.

Government can be proactive in this respect by preparing a development contributions policy requiring a proportion of lots in new developments to be earmarked for affordable housing.

In conjunction with the State government land development authority, VicUrban, the Greater Shepparton City Council is undertaking a major restructure and urban renewal program on the public housing area known as Parkside Estate, located in north Shepparton. This program will significantly change the physical layout of the neighbourhoods and in doing so aims to promote greater sense of community and pride in the area.

5.1.5 Preparation of a Housing Strategy

The development of this 2030 Strategy Plan and associated framework plans gives a broad indication of growth corridors. The next level of strategic planning involves detailed supply and demand analysis in order to prepare meaningful structure plans at a precinct level. Such structure plans must be underpinned by a body of research specific to the housing needs of the forecast populations, the identification of gaps in the market, and strategies of how to address the discrepancy.

The Housing Strategy will become a key driver of more detailed local policies, and at the least should contain an analysis and recommended strategies for the following areas of concern to housing:

- Assessments of residential growth trends and implication for infrastructure requirements.
- Residential supply and demand analysis and identification of gaps.
- Land capability and suitability to support housing.
- Surveys of the housing providers and developers.
- Identification of cultural communities and their needs, for both established and newly arrived communities.
- Programs and initiatives for increased independent living.

- An assessment of the diversity of housing stock, with analysis of oversupply and undersupply of specific types.
- Private and public rental, including an acquisitions program for public housing
- Aged persons and supported housing.
- Student housing.
- Affordable housing.
- Urban character analysis, and preferred locations for medium density housing.
- Review of developer contributions in the achievement in overall housing goals.
- Assessment of census data to ascertain the rate of unoccupied dwellings in different settlements of Greater Shepparton.

5.1.6 Residential Land Supply and Demand

The following housing demand calculations are intended to provide an overall picture of land requirements to house future population. This report is not a detailed housing supply and demand analysis. A comprehensive Housing Strategy, as a recommended action, will provide further definition to the demand side of housing.

Table 5 contains forecast population to 2031 and forecast number of occupied private dwellings based the population predictions of Victoria in Future 2004, DSE. These are outlined in the Background & Analysis Report No. 1: Demographic Profile.

For the purposes of this Report the population and household projections used are for the Greater Shepparton Part A. This is considered appropriate as Part A covers the main areas of Shepparton / Mooroopna / Kialla (refer the boundaries in the statistical map in Attachment 2). This area contains over 75% of the residents in the municipality, and receives the majority of new housing developments. It is expected that the proportion of the population living within Greater Shepparton Part A will increase to approximately 90% in 2030.

Table 5: Population Projections Greater Shepparton (Part A) 2003 – 2030

Year	Population Projections	Household Projections
2001	44,876	17,193
2006	48,534	19,186
2011	52,253	21,443
2016	55,954	23,828
2021	59,721	26,264
2031	66,656	30,347

(Source: Victoria in Future 2004, DSE)

The following sub-sections contain calculations for estimating future housing land supply requirements under 2 different scenarios. These scenarios combine predicted growth rates and housing breakdown by type (low, medium and conventional densities).

The two scenarios are:

1. DSE projected growth rate and gradual changes in housing type proportions
2. DSE projected growth rate and major shifts in housing type proportions

The current proportions for the 2003 calculations are:

- Medium density dwellings (400m² per lot) – 5% of dwelling stock
- Conventional dwellings (800m² per lot) – 70% of dwelling stock
- Low density dwellings (2000m² per lot) – 25% of dwelling stock

The conservative approach of applying the current proportions to an extended time period is not considered useful in this analysis, as general housing trends indicate that these proportions are unlikely to remain static in the long term.

The calculations for changes over time in the proportions of housing in each category are shown in Tables 6 and 7.

Table 6: Housing Stock Proportions - Gradual Change Scenario

Housing stock	Proportion of total 2003	Proportion of total 2031
Medium density	5%	20%
Conventional	70%	60%
Low density	25%	20%

Table 7: Housing Stock Proportions - Major Change Scenario

Housing stock	Proportion of total 2003	Proportion of total 2031
Medium density	5%	30%
Conventional	70%	50%
Low density	25%	20%

In 2003, in terms of the supply of residentially zoned land, Greater Shepparton City Council advised that there was approximately 151 hectares (based on 9.4 lots per hectare) of undeveloped Residential 1 Zone land in Shepparton and Mooroopna. Based on the then take up rates of 263 dwellings per year, this resulted in 2.3 years of residentially zoned land in supply.

Scenario 1:

Table 8 following shows that at the predicted population and household growth rates, with trends for a gradual increase in medium density housing and gradual decreases in conventional and low density housing:

- The total additional land required over the period 2001–2031 will be 1,057 hectares, to accommodate an additional 13,154 dwellings.
- As the land supply in 2003 is 151 hectares, the shortfall in residentially zoned land for the period to 2031, under this scenario is approximately 900 hectares.

Table 8: Land requirements in Greater Shepparton (Part A) - Predicted Growth Rate and Gradual Change in Housing Proportions

	2001	2006	2011	2016	2021	2031
Population						
Forecast	44,876	48,534	52,253	55,954	59,721	66,656
<i>Dwellings</i>						
Number	17,193	19,186	21,443	23,828	26,264	30,347
<i>Med density</i>						
% of dwellings	5%	9%	12.5%	16%	20%	20%
No. dwellings	860	1,727	2,680	3,812	5,252	6,070
Area (Ha)	34ha	69ha	107ha	152ha	210ha	242ha
<i>Conventional</i>						
% of dwellings	70%	68%	65%	62%	60%	60%
No. dwellings	12,035	13,046	13,938	14,773	15,758	18,208
Area (Ha)	962ha	1,044ha	1,115ha	1,182ha	1,261ha	1,457ha
<i>Low density</i>						
% of dwellings	25%	24%	22.5%	21%	20%	20%
No. dwellings	4,298	4,604	4,825	5,004	5,252	6,070
Area (Ha)	860ha	920ha	965ha	1,000ha	1,050ha	1,214ha
TOTAL						
Area (Ha)	1,856ha	2,033ha	2,187ha	2,334ha	2,521ha	2,913ha

Scenario 2:

Table 9 following shows that at the predicted population and household growth rates, with trends for a large increase in medium density housing and large decreases in conventional and low density housing:

- The total additional land required over the period 2001–2030 will be 632 hectares, to accommodate an additional 13,154 dwellings.
- As the land supply in 2003 is 151 hectares, the shortfall in residentially zoned land for the period to 2031, under this scenario is approximately 480 hectares.

Table 9: Land Requirements in Greater Shepparton (Part A) - Predicted Growth Rate and Major Change in Housing Proportions

	2001	2006	2011	2016	2021	2030
<i>Population</i>						
Forecast	44,876	48,534	52,253	55,954	59,721	66,656
<i>Dwellings</i>						
Number	17,193	19,186	21,443	23,828	26,264	30,347
<i>Med density</i>						
% of dwellings	5%	10%	16%	23%	30%	30%
No. dwellings	860	1,919	3,431	5,480	7,880	9,104
Area (Ha)	34ha	77ha	137ha	219ha	315ha	364ha
<i>Conventional</i>						
% of dwellings	70%	65%	60%	55%	50%	50%
No. dwellings	12,035	12,470	12,865	13,105	13,132	15,174
Area (Ha)	962ha	998ha	1,029ha	1,048ha	1,050	1,214ha
<i>Low density</i>						
% of dwellings	25%	22%	20%	18%	15%	15%
No. dwellings	4,298	4,221	4,289	4,289	3,940	4,552
Area (Ha)	860ha	844ha	858ha	857ha	788ha	910
<i>TOTAL</i>						
Area (Ha)	1,856ha	1,919ha	2,024ha	2,124ha	2,153ha	2,488ha

Summary:

Table 10: Comparison of Total Future Land Requirements in Greater Shepparton (Part A) - under Predicted and Accelerated Growth Rate Scenarios

Scenario	Change in proportion of housing stock to 2030	Land area required	Estimate of available residential land at 2003	Approximate additional land required
1	Gradual (20/60/20)	1,057	151	900
2	Major (30/50/20)	632	151	480

Assumptions:

- the land area requirements incorporate an approximate area of 25% of land that is not developable, for example for roads, services and open space.
- the majority of new conventional dwelling stock will be provided in new greenfield estate development.
- the majority of new medium density development, especially in the early years, will be located in established residential zones as infill development.
- the average lot sizes are larger than metropolitan averages, and are based on current trends, as observed in current building stock.

5.2 Achieving the Strategic Objectives

The key objectives for this subtopic are:

- Objective 1:** To provide for a broader range of dwelling densities and types of housing to meet current and future community needs and differing lifestyles.
- Objective 2:** To increase the supply of medium density housing in appropriate locations.
- Objective 3:** To provide a restricted amount of land for rural residential purposes, without impacting on the long-term growth potential of urban centres and productive agricultural land.

The following table provides the detailed strategies and an implementation plan.

Table 11: Housing – Achieving the Strategic Objectives

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework			
Theme: Housing			
Objectives	Strategies	Actions	Council Role
<p>1. To provide for a broader range of dwelling densities and types of housing to meet current and future community needs and differing lifestyles</p>	<p>1.1. Encourage the consolidation of existing residential areas in the municipality.</p> <p>1.2. Ensure the density and types of new residential developments are consistent with the role and function of each centre.</p> <p>1.3. Promote medium density residential development in appropriate locations.</p> <p>1.4. Provide for limited rural residential opportunities in appropriate locations.</p>	<p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Apply the GS 2030 Framework Plan. ▪ Apply the GS 2030 Residential Framework Plan, Shepparton, Mooroopna & Kialla. ▪ Apply the GS 2030 Town Framework Plans <p>Applying Zones and Overlays</p> <ul style="list-style-type: none"> ▪ Apply the Residential 1 Zone to established residential areas and land in growth areas. <p>Undertaking further strategic work</p> <ul style="list-style-type: none"> ▪ Prepare a Housing Strategy to identify future housing needs, supply and demand, having regard to population growth and profile, the need for support accommodation, household formation, dwelling densities and size, and preferred locations. ▪ As part of the Housing Strategy investigate the application of the Residential 2 Zone over large redevelopment sites within and around Shepparton. ▪ Prepare a Rural Land Strategy to identify areas suitable for rural residential. 	<p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p>
			<p>H \$80,000</p> <p>H \$80,000</p> <p>H \$80,000</p>

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework			
Theme: Housing			
Objectives	Strategies	Actions	Council Role
<p>2. To increase the supply of medium density housing in appropriate locations.</p>	<p>2.1. Support increased densities, such as 15 dwellings per hectares, where reticulated sewer and urban services are provided in the existing residential areas</p> <p>2.2. Encourage medium density housing in preferred locations with the following attributes:</p> <ul style="list-style-type: none"> - Existing Residential areas - Within 400-500m of public transport routes - Adjacent to river corridors and public open spaces - Around the Shepparton CBD and neighbourhood centres. <p>2.3. Encourage supported accommodation (nursing homes, hostels) in proximity to community and commercial services and activities.</p> <p>2.4. Seek to encourage the inclusion of medium density, apartment style and shop-top housing as part of the redevelopment of Shepparton CBD commercial sites so as to provide housing opportunities near activity centres, educational campuses and areas of employment, and with access to public transport.</p>	<p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Apply the GS 2030 Framework Plan. ▪ Apply the GS 2030 Residential Framework Plan, Shepparton, Mooroopna & Kialla. <p>Undertaking further strategic work</p> <ul style="list-style-type: none"> ▪ Prepare a Housing Strategy to identify future housing needs, supply and demand, having regard to population growth and profile, the need for support accommodation, household formation, dwelling densities and size, and preferred locations. ▪ As part of the Housing Strategy investigate the application of the Residential 2 Zone over large redevelopment sites within and around Shepparton. <p>Other actions</p> <ul style="list-style-type: none"> ▪ Prepare a Community Services Mapping Report to identify gaps in the provision of housing for various groups within the community, such as the young, elderly and disadvantaged. 	<p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider/ Facilitator</p> <p>H \$80,000</p> <p>H \$80,000</p> <p>M \$20,000</p>

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework			
Theme: Housing			
Objectives	Strategies	Actions	Council Role
<p>3. To provide a restricted amount of land for rural residential purposes, without impacting on the long-term growth potential of urban centres and productive agricultural land.</p>	<p>3.1. Protect productive agricultural land from encroachment of urban growth</p> <p>3.2. Provide for rural residential opportunities where environmental constraints prevent smaller lots, and on land that is not considered to be high quality agricultural land, in accordance with Ministerial Direction No 6</p> <p>3.3. Protect the amenity of rural residential land by discouraging uses with the potential to create a nuisance.</p> <p>3.4. Maintain non-urban breaks between the Shepparton and Mooroopna and the towns.</p>	<p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Apply the local policy – Housing in Rural Areas. ▪ Apply the GS 2030 Framework Plan, Shepparton, Mooroopna & Kialla Urban Growth Boundaries. ▪ Apply the GS 2030 Residential Framework Plan, Shepparton, Mooroopna & Kialla ▪ Apply the GS 2030 Town Framework Plans <p>Applying Zones and Overlays</p> <ul style="list-style-type: none"> ▪ Apply the Rural Living Zone to rural residential developments <p>Undertaking further strategic work</p> <ul style="list-style-type: none"> ▪ Prepare a Rural Land Strategy to identify areas suitable for rural residential. 	<p>Provider</p> <p>Provider</p> <p>Provider</p> <p>H \$80,000</p>

5.3 Residential Framework Plan- Shepparton, Mooroopna & Kialla

This framework plan for the Shepparton, Mooroopna & Kialla residential areas is characterised by:

- The designation of the urban growth boundary is heavily reliant on the boundaries of the Urban Floodway Zone as determined by the Floodplain Management Plan 2003. Consequently the refinement of floodway mapping over time will necessitate the designation of land suitable for residential development. This can be incorporated into the requirements for outline development plans.
- There are many opportunities for more compact medium density housing throughout the city but particular emphasis upon the area within 400-600m of the CBD and neighbourhood centres adjacent to the Goulbourn Valley Highway, north of the Broken River and adjacent to the primary roads and creek corridors.
- There are three urban growth boundaries around the settlements of Shepparton, Mooroopna and Kialla. These are separated by a large swathe of land comprising the rivers and creek paths and associated floodplains.
- The productive agricultural land outside these boundaries will be protected from long term urban expansion.
- Areas for short term residential development are located in areas that can be serviced. Areas marked for long term residential are currently zoned rural and may have current productive capacity, however they are included in the overall growth boundary due to the long time frame for the project.
- Future residential areas subject to further investigation are also shown, including the Shepparton Aerodrome, the relocation of which will depend on outcomes of a feasibility study.

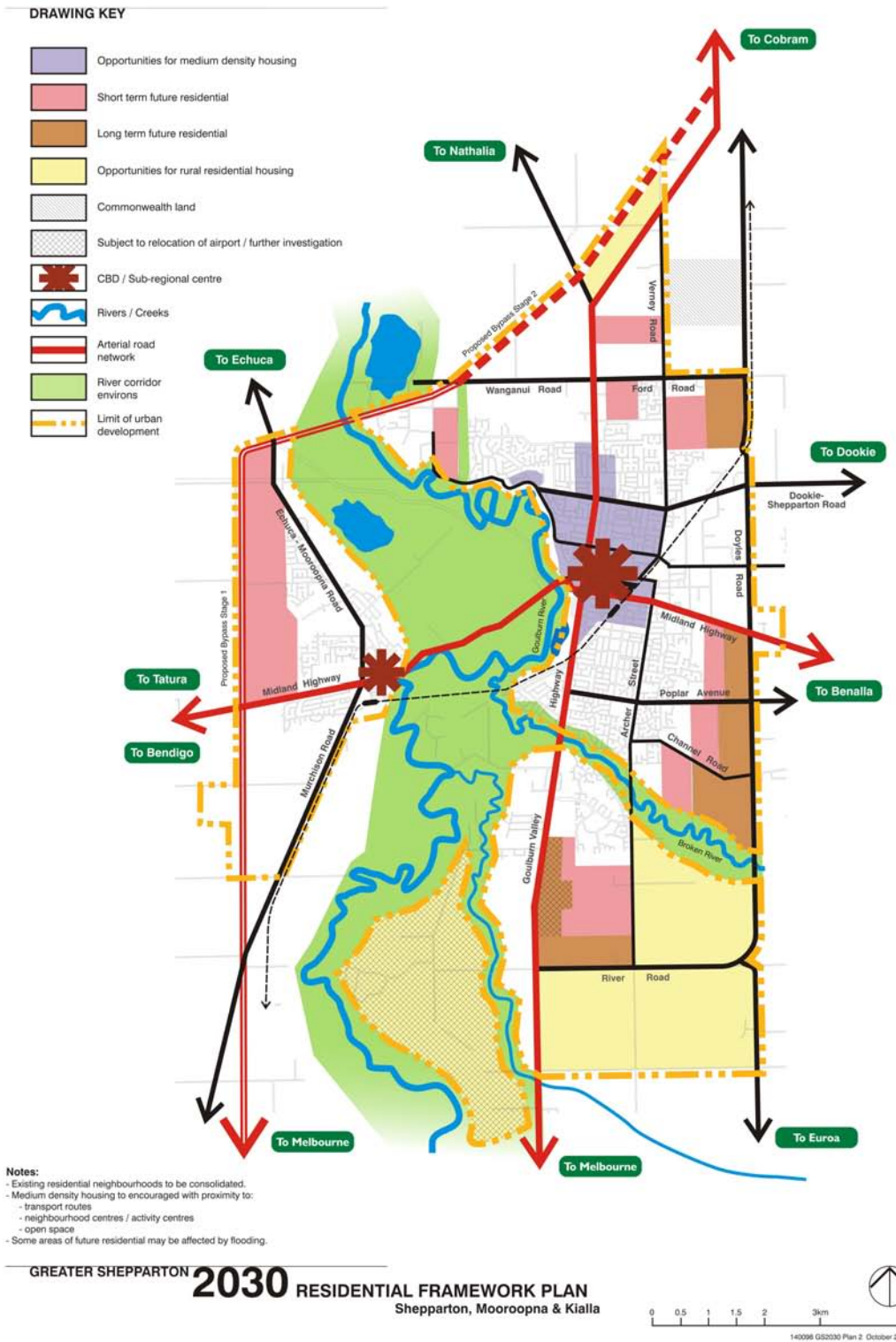


Figure 6: Residential Framework Plan- Shepparton, Mooroopna & Kialla

6 Sustainable Design

6.1 Key Issues

- The demand for land for rural residential environments in Greater Shepparton has traditionally been met from the subdivision of rural land holdings at the periphery of towns. As the main growth areas expanded additional rural land was converted to smaller holdings. This process is no longer acceptable given the need to protect the productive capacity of soils and areas of native vegetation, provide services efficiently and cut dependence on fossil fuels to access facilities.
- There is a need to ensure good urban design outcomes are achieved for residential, commercial and industrial subdivisions, new developments and upgrades/redevelopment of existing buildings and public spaces. Quality design and architectural styles should be promoted throughout the municipality.
- The image of the Shepparton, Mooroopna and the centres of the towns can be improved through controlled and co-ordinated approach to outdoor advertising signs. Complex, cluttered and an excessive number of signs can lead to poor sense of image and lack of amenity within streetscapes.
- It is equally important to consolidate development and infrastructure in established urban areas. In doing so, it is recognised that issues of neighbourhood character and urban amenity must be considered in the design of infill development.
- Sustainability principles will strongly influence the design siting and servicing of dwellings and the layout of the municipality and will be evident in the adaptation and reuse of existing buildings and materials, retention and reuse of storm water, water sensitive urban design, solar and energy efficient materials. These principles should apply to all developments for different uses, and not be limited to high profile institutional buildings or expensive developments.
- Land use planning has implications for all dimensions of settlement, including health and social activity, and therefore the layout of the municipality should place a greater priority on healthy outcomes, walking, and the use of bicycles and less dependence and use of fossil fuels.

6.2 Update on Relevant Strategies/Reports

6.2.1 Shepparton Urban Design Framework, Collie (January 1999)

As stated in Section 4.2.3 of this Report, the study area is the Shepparton CBD area bounded by Welsford Street, Nixon Street and Sobroan Street. The framework provides guidelines for the standard of design of new non residential buildings, and the role of public art in the urban context. Specific recommendations are made for the city entries, significant sites, the river corridor, open spaces, car parks, pedestrian links, interfaces, and the railway.

The framework created different precincts for urban design purposes:

- Central business and entertainment core, mall
- TAFE
- Northern and railway fringe
- North and southern residential areas

- Civic area – Municipal, art gallery and Queens Gardens
- Wyndham Street environs
- River corridor and open spaces

Major applications are tested against these design guidelines, for example the imminent redevelopment of the Bonlac site at the entrance to Shepparton.

6.2.2 Shepparton Urban Character and Street Tree Study, Urban Initiatives (1999)

This study divided the urban/town areas of Greater Shepparton into precincts based on zoning boundaries, subdivision pattern, building style, period of development, and streetscape characteristics.

Each precinct area has been allocated a limited range of tree planting options, in order to move towards creation of individual precinct identities and neighbourhood consistency.

Precinct tree species selection was influenced by factors such as existing successful plantings, precinct character, relationship to open space, the natural environment and long term streetscape vision.

6.3 Achieving the Strategic Objectives

The key objectives for this subtopic are:

- Objective 1:** To develop and enhance a distinctive character for Greater Shepparton
- Objective 2:** To achieve a high standard of sustainability in the design and development of new buildings and subdivision

The following table provides the detailed strategies and an action plan.

Table 12: Sustainable Design – Achieving the Strategic Objectives

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework			
Theme: Sustainable Design			
Objectives	Strategies	Implementation	Council Role
1. To develop and enhance a distinctive character for Greater Shepparton	<p>1.1 Promote design excellence and architectural style in the appeal and function of different development</p> <p>1.2 Promote landscaping themes throughout the municipality to create a unified identity yet retaining individual town character</p> <p>1.3 Support the use of urban design frameworks to identify where and how built form can be used to enhance the impact and perception of the municipality</p> <p>1.4 Enhance the gateways, boulevards and focal points in the municipality with urban design and landscape master plans.</p> <p>1.5 Maintain a distinctive urban-rural interface, and a green belt between Shepparton and Mooroopna.</p> <p>1.6 Promote the heritage features of the municipality as contributors to its character.</p> <p>1.7 Control the location, size and scale of advertising signage, especially in key precincts of the CBD and town centres.</p>	<p>These strategies will be implemented by:</p> <p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> Update the local policy on rural roads environs to emphasize urban design outcomes for rural areas, gateways and rural road environs. Apply the local policies on advertising signs, building lines, heritage and the Goulburn Valley Highway environs. <p>Applying zones and overlays</p> <ul style="list-style-type: none"> Apply the Heritage Overlay to identified sites. Apply the Development Plan Overlay to seek quality urban design outcomes for subdivisions. Apply the Design and Development Overlay to main roads and key precincts to improve urban design, landscaping and to control advertising. <p>Undertaking further strategic work</p> <ul style="list-style-type: none"> Prepare a Housing Strategy incorporating an urban character analysis. Implement the provisions of the Heritage Study in order to retain and protect the existing heritage and cultural assets of the city. Review the urban design framework and structure plan for the CBD. 	<p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p> <p>Provider</p> <p>H \$80,000</p> <p>H \$10,000</p> <p>M \$20,000</p>

Topic: SETTLEMENT & HOUSING – Commitment to growth within a consolidated and sustainable development framework
Theme: Sustainable Design

Objectives	Strategies	Implementation	Council Role	Priority
		<ul style="list-style-type: none"> ▪ Complete and implement the urban design frameworks for the towns. <p>Other actions</p> <ul style="list-style-type: none"> ▪ Require landscape master plans for the public domain of new subdivision areas, and ensure consistency with the Street Tree Strategy and Urban Character Study. ▪ Commission public art in prominent or important public and civil spaces. ▪ Prepare an Urban Furniture Design Manual for replacement and installation of street furniture in line with the urban design framework for each town. 	<p>Provider</p> <p>Advocate</p> <p>Provider/ Facilitator/ Advocate</p> <p>Provider</p>	<p>M-H \$20,000each</p> <p>H</p> <p>M</p> <p>L \$10,000</p>
<p>2. To achieve a high standard of sustainability in the design and development of new buildings and subdivision</p>	<p>2.1 Promote energy efficient and sustainable designs for subdivision, new development and redevelopment of existing buildings and spaces.</p>	<p>These strategies will be implemented by:</p> <p>Using Policy and the exercise of discretion</p> <ul style="list-style-type: none"> ▪ Update the local policy on rural roads environs to include energy efficient and sustainability. <p>Other actions</p> <ul style="list-style-type: none"> ▪ Apply the ResCode 5 star ratings to new developments for energy efficient urban design. ▪ Prepare a Sustainable Design and Development Kit with guidelines, suppliers, and links to further information. ▪ Hold annual awards for design excellence in building and subdivision design sustainability 	<p>Provider</p> <p>Provider/ Advocate</p> <p>Provider/ Advocate</p> <p>Provider</p>	<p>H</p> <p>H</p> <p>L</p> <p>L</p>

Attachment 1 – Greater Shepparton 2030- topics, direction and themes

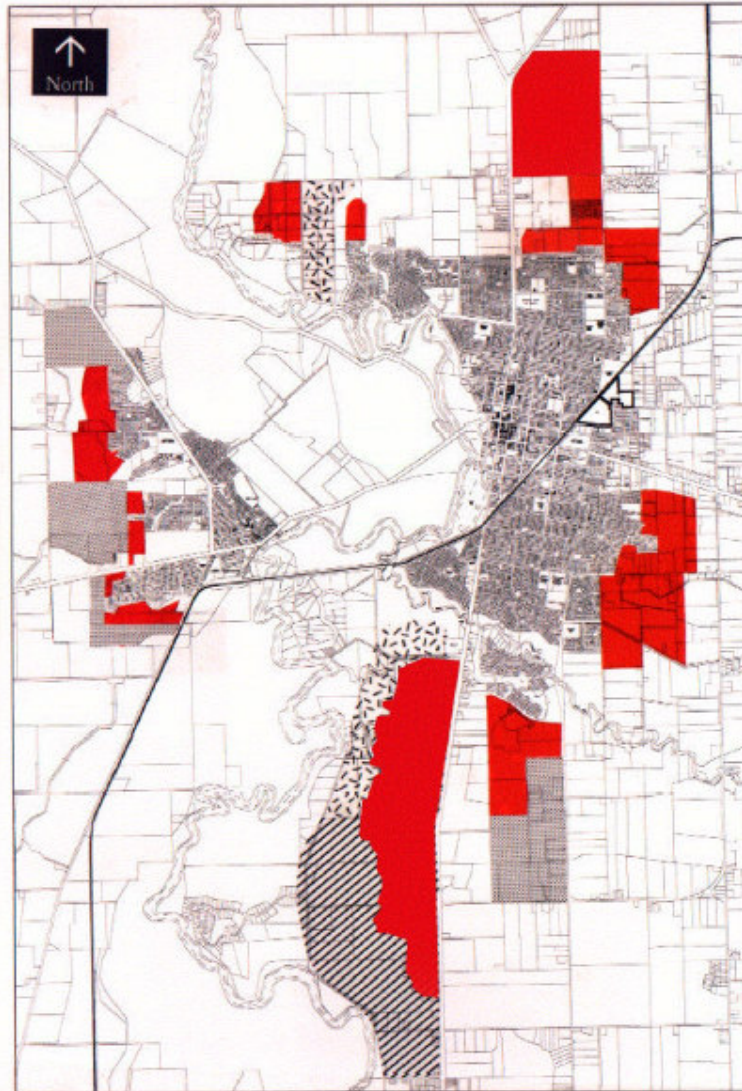
GREATER SHEPPARTON 2030 STRATEGY FRAMEWORK




Topic: SETTLEMENT	
<p>Direction: Commitment to growth within a consolidated and sustainable development framework</p>	<p>Themes:</p> <ul style="list-style-type: none"> ▪ Growth ▪ Housing ▪ Sustainable design
Topic: COMMUNITY LIFE	
<p>Direction: Enhance social connectedness and physical and mental health, education and participatory opportunities in order to improve liveability and a greater range of community services</p>	<p>Themes:</p> <ul style="list-style-type: none"> ▪ Health and social services ▪ Education and learning ▪ Recreation and open space ▪ Safe and accessible environments
Topic: ENVIRONMENT	
<p>Direction: Conservation and enhancement of significant natural environments and cultural heritage</p>	<p>Themes:</p> <ul style="list-style-type: none"> ▪ The natural environment ▪ Floodplain management ▪ Sustainable / Best practice land management ▪ Cultural heritage ▪ Built heritage
Topic: ECONOMIC DEVELOPMENT	
<p>Direction: Promote economic growth, business development and diversification, with a focus on strengthen the agricultural industry</p>	<p>Themes:</p> <ul style="list-style-type: none"> ▪ Agriculture and rural land ▪ Commercial activity centres ▪ Industry ▪ Tourism
Topic: INFRASTRUCTURE	
<p>Direction: The provision and restructure of urban and rural infrastructure to enhance the performance of the municipality and facilitate growth</p>	<p>Themes:</p> <ul style="list-style-type: none"> ▪ Traffic and transport systems ▪ Urban services

Attachment 2 – Framework plans in the existing Municipal Strategic Statement

Residential Framework Plan for Shepparton & Mooroopna

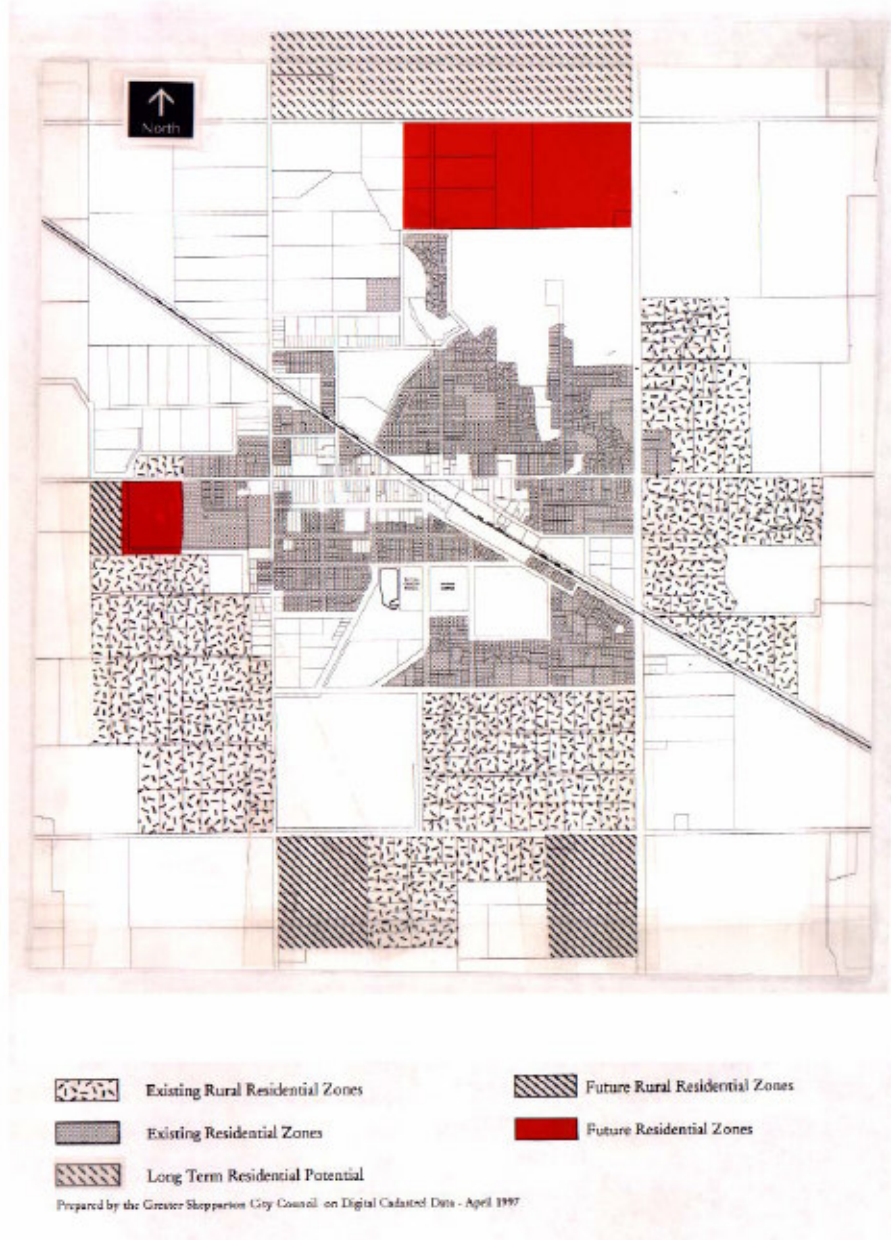
LOCAL
PROVISION



- | | | | |
|-------------------------------------------------------------------------------------|-------------------------------------------------|-------------------------------------------------------------------------------------|---------------------------------------------------------------|
|  | Existing or Future Residential |  | Long Term Residential Potential |
|  | Future Residential - Special Investigation Area |  | Rural Residential (special investigation area subject to ODP) |

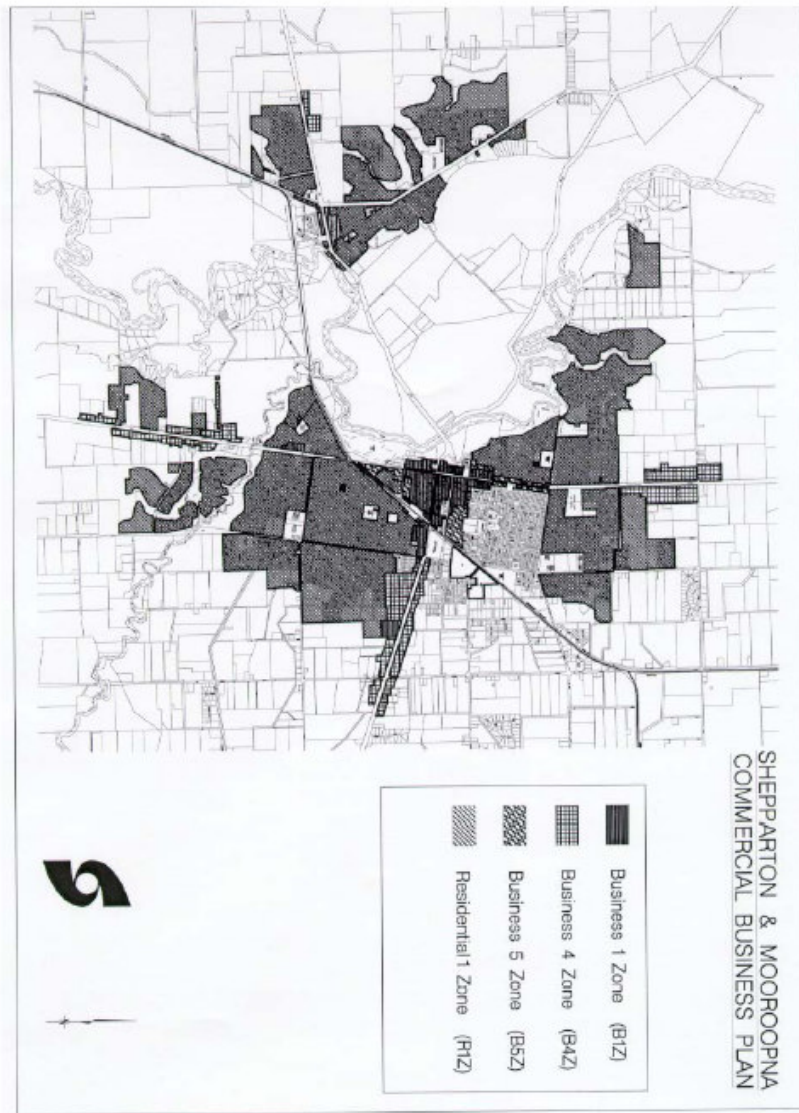
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GREATER SHEPPARTON PLANNING SCHEME



GREATER SHEPPARTON PLANNING SCHEME

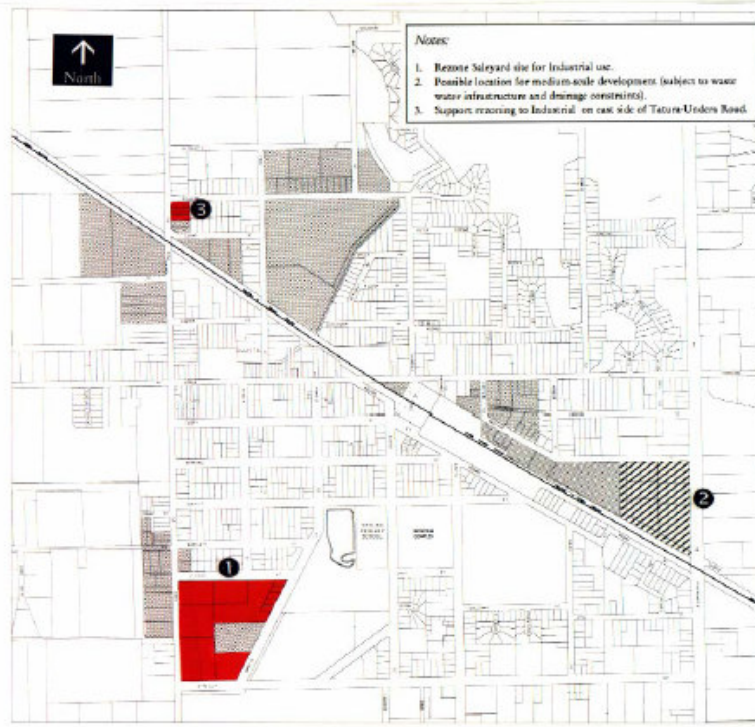
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GREATER SHEPPARTON PLANNING SCHEME

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 PROVISION

Industrial Framework Plan for Tatura



Notes:
 1. Remote Siteyard site for Industrial use.
 2. Possible location for medium-scale development (subject to water
 water infrastructure and drainage constraints).
 3. Support rezoning to Industrial on east side of Tatura-Underwood Road.

- Rezoning/Potential Rezoning
- Existing/Infill Development
- Mixed Use - small & medium scale development

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GREATER SHEPPARTON PLANNING SCHEME

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Industrial Framework Plan for Shepparton & Mooroopna

