21.02 SETTLEMENT AND HOUSING

10/11/2016
C105

This clause provides local content to support Clause 11 (Settlement) and Clause 16 (Housing) of the State Planning Policy Framework.

This clause implements the following core themes of the Council Plan:

- *Maximise use of existing public infrastructure to accommodate growth (p. 15)*

- *Develop policies that promote affordable housing across the municipality (p. 15)*

- *Develop water sensitive urban design, water harvesting and water re-use opportunities (p. 17)*

- *Plan for and manage risks and opportunities arising from climate change (p. 17)*

- *Increase in length of on-road and off-road shared (including cycling) paths (p. 16)*

- *Plan* and provide recreational services that respond to community needs (p. 18)

Specific references to individual towns are also included in Clause 21.09 (Local Areas).

21.02-1 Managing growth

10/11/2016
C105

The 2013 shire population of approximately 37,000 people is expected to grow to approximately 39,600 by 2031. According to state government analysis, and as measured from July 2006 to July 2012, residential building approval activity in the shire averaged 162 dwellings per annum. The vast majority of these building approvals (90 percent) have been for separate dwellings with the remaining 10 per cent for medium density dwellings.

Victoria in Future indicates that from 2011 to 2031 there will be a total dwelling requirement of approximately 4,600 (or an average of 230 per annum) across the shire. In total (excluding existing vacant residential lots), there is a residential supply of nearly 9,600 potential lots. While it was estimated that this represents over 15 years' supply of residential land stocks across the shire, notably there is only about a six year supply in Echuca.

It is acknowledged that the shire needs to continue to increase its population. In the larger towns, this growth should occur in nominated greenfield locations (such as Echuca West, Kyabram etc.) or by infill development within the larger towns. Beyond this, population growth should be targeted to:

- existing small towns as a first priority, given that the infrastructure capacity of nearly all of the small towns (schools, recreation facilities, water and sewerage) provides these communities with the 'critical mass' to tap into this infrastructure; and

- nominated rural living areas as the second priority for growth, as there is support for some rural living around existing small towns that could further support this existing community infrastructure. This is especially so in those locations where there is already a settlement pattern of smaller lots that are compromised for agricultural purposes, such as around Kyabram.

While there has traditionally been support for dwellings in rural areas, there are a number of limitations with this option, including the 'right to farm', inconsistency with state policy, the costs that the council will inherit in servicing these new dwellings, the precise location of the dwelling on the land and the impact of the dwelling on farming operations. While a dwelling will often be needed to properly farm the land, any new dwellings must be limited to those that genuinely relate to agricultural production.

Objective 1

To build upon the existing structure of towns and settlements to create an integrated network of urban areas.

Strategies

1.1   Identify areas suitable for urban growth and development.

1.2   Consolidate development within and around existing towns.

1.3   Encourage infill and urban renewal at a variety of residential densities.

1.4   Avoid unnecessary urban expansion and subdivision in rural land.

1.5   Support the role of rural settlements to act as self contained communities.

Objective 2

To contain urban development within distinct boundaries of towns and settlements.

Strategies

2.1   Maintain a clear separation between urban settlements and rural areas, facilitating the self-containment and individual identity of each town.

Objective 3

To encourage a variety of lot sizes, housing types and tenures to contribute to greater housing choice and affordability.

Strategies

3.1   Ensure new residential development is well planned and sequenced and that it achieves efficient land utilisation and dwelling density.

3.2   Manage outward expansion of residential development in Echuca West to achieve greater diversity in lot sizes, increased market competition and multiple development fronts.

3.3   Ensure the orderly staging of development so that a new precinct is development-ready when an existing precinct has reached 70 per cent capacity.

3.4   Provide a range of residential living opportunities, from low density residential development to medium density development within existing towns.

Objective 4

To encourage infill development in order to maximise the use of available infrastructure capacity and consolidate urban communities.

Strategies

4.1   Establish residential areas where infrastructure can be provided cost-effectively, in an environmentally sound manner and in accordance with a development plan.

4.2   Consolidate residential development in existing towns (and increase densities where appropriate) to maximise utilisation of existing infrastructure where capacity exists.

4.3   Encourage energy efficient and sustainable designs for subdivision, new development and redevelopment of existing buildings and spaces.

21.02-2 Housing diversity
10/11/2016
C105

Declining household sizes and an ageing population are creating demand for a greater diversity of housing throughout the municipality.

Objective 5

To encourage a wider variety of housing types, especially smaller and more compact housing, to meet the changing needs of the community.

Strategies

5.1   Encourage a diversity of dwelling types to provide greater choice and affordability.

5.2   Provide continuing opportunities for new residential development in small towns subject to land capability, infrastructure and environmental considerations, demonstrated demand and local community aspirations.

Objective 6

To achieve cost effective and orderly management of urban growth.

Strategies

6.1   Ensure that residential growth aligns with the delivery of key infrastructure and the delivery of economic and employment growth.

21.02-3 Rural residential opportunities
10/11/2016
C105

Rural residential development has been a popular and attractive lifestyle choice in Campaspe. Rural residential opportunities on the periphery of urban areas provide a transition in the land use pattern to rural areas.

Isolated subdivisions are another form of rural residential development found in the municipality. An on-going issue in rural areas relates to amenity concerns associated with rural residential development and animal keeping and other agricultural pursuits.

Objective 7

To identify appropriate locations for rural residential development.

Strategies

7.1   Support rural residential development in appropriate locations, taking into account current supply and demand for these types of subdivisions.

7.2   Encourage facilities and services required by rural residents to locate in existing townships.

7.3   Discourage rural residential development on the fringes of the major towns where land is designated in a long-term urban growth corridor.

Objective 8

To minimise conflict between agricultural activities and rural residential development.

Strategies

8.1   Discourage animal keeping in rural residential areas.

21.02-4 Liveability

10/11/2016
C105

The *Municipal Health and Wellbeing Plan* aims to integrate relevant environmental, social and economic factors in the interest of improving community well being, net community benefit and sustainable development. Living in a safe environment, having adequate housing, access to services, open space and recreation, arts and culture, employment, education and connections to family and community all have an influence on health and wellbeing. Local government plays a central role in protecting, improving and promoting the conditions which support and encourage healthier lives.

Objective 9

To create accessible, attractive, safe and well connected neighbourhoods and open spaces.

Strategies

9.1   Improve urban environments by developing open space networks to encourage community well being and better health of residents.

9.2   Promote mobility and physical activity by enhancing the amenity, connectivity and liveability of the built environment.

9.3   Improve access, mobility and safety for the users of paths, trails and bikeways.

9.4   Create accessible, attractive and connected neighbourhoods and open spaces.

9.5   Ensure that residential areas are provided with a comprehensive range of health, education, recreation, cultural and entertainment facilities and services that meet the needs of all age and gender groups.

9.6   Ensure that community safety and crime prevention are adequately considered in all planning permit applications.

9.7   Provide for walkable neighbourhoods, ensuring that public transport, shops, public open space and mixed-use community centres are close to all dwellings.

9.8   Promote active lifestyles and avoid social isolation by ensuring that where possible, new dwellings are close to user-friendly pedestrian and cycle paths that incorporate shade, toilet facilities, seating and directional signage.

21.02-5 Open space

10/11/2016
C105

A well planned and connected network of open space contributes to the liveability of a municipality and provides opportunities for active transport and passive recreation

activities including walking, jogging and cycling. Open space reserves also provide venues for a range of sports clubs and groups to facilitate active participation in organised sports and physical activities.

The town structure plans for each centre provide an overview of strategic opportunities to enhance existing networks and establish a broader system of paths, trails, walking loops and linear reserves.

Objective 10

To achieve access to a range of appropriately maintained leisure, open space and recreational opportunities.

Strategies

10.1	Provide active and passive open space areas in new and existing communities.
10.2	Provide passive recreation and pedestrian and bicycle access along linear corridors, providing that these do not compromise environmental values.
10.3	Maximise opportunities for multi-use open space.
10.4	Co-locate neighbourhood centres with complementary uses, such as public open space or schools.
10.5	Assess and evaluate future recreational and open space opportunities having regard to the Public Open Space Strategy.

Objective 11

To integrate landscape and environmental features into the open space system.

Strategies

11.1	Expand open space opportunities by use of shared trails linking waterway corridors and recreation reserves.
11.2	Create a network of open space around recreational cycling and walking routes.
11.3	Ensure the integration and connectivity of open space with surrounding land uses.
11.4	Encourage connectivity of open space with the natural environment and landscape features.

21.02-6
10/11/2016
C105

Sensitive interfaces

The need to separate sensitive land uses from uses with the potential for adverse amenity impacts has long been one of the primary purposes of land use planning, especially at the interface between industrial and residential uses, and between some agricultural uses and residential uses. Typical impacts of industry on sensitive uses include odour, dust and noise emissions. Industries are also potentially affected by proximity to sensitive uses, as expensive amelioration works may be required to minimise the impact of noise and air emissions from industry. Interfaces with sensitive uses exist around a number of townships within the shire where General Residential, Low Density Residential and Rural Living zoned land directly abuts land in an industrial zone. In the long term, residential and rural residential land requires appropriate protection from industrial development, especially in

those areas where there is a desire among landowners to retain the 'rural' character of the area.

Objective 12

To ensure an appropriate separation between industry and sensitive land uses.

Strategies

12.1	Discourage industries with adverse amenity potential from locating near existing residential areas.
12.2	Protect existing rural residential uses from unreasonable amenity impacts from industry.
12.3	Maintain a buffer of at least 100 metres between existing rural residential development and any new industrial lots.

Objective 13

To ensure the design and layout of new development protects the amenity of existing buildings and adjoining residential areas.

Strategies

13.1	Protect the food manufacturing precinct in south-east Echuca from encroachment by sensitive or non-compatible uses.
13.2	Protect the operations of the saleyards, pound and transfer station in south-east Echuca from encroachment by sensitive land uses, particularly dwellings.

21.02-7 Social trends
10/11/2016
C105

Based on census figures, the fastest growing cohort within the Campaspe community is the 'baby boomer' generation. This growth has implications for housing, (smaller dwellings), connectivity within and between estates (walking and cycling) and for long term health requirements. The shire is well served by hospitals, all of which are in a growth phase. This is, and will continue to be, a further attractor to the ageing community. Such demands will have a flow-on effect, and will increase employment opportunities in the health care sector, meaning that this will be one of the fastest growing employment sectors in the shire. Council must plan for this growth, as it has land use, employment, infrastructure, transport and social implications for all of the towns, especially Echuca, Rochester and Kyabram.

In that context, the health care and services sector now employs about 12 per cent of all workers, and this figure is growing. Hospital upgrades are evident in all of the main towns. As the population ages, the council needs to start planning for the aged care and retirement sectors, as these will become increasingly important.

Objective 14

To accommodate the growth of health care facilities.

Strategies

14.1	Plan for all stages of the life cycle.

14.2   Encourage health related facilities to locate in close proximity to regional hospitals.

14.3   Discourage aged care facilities that are remote from services and facilities.

14.4   Ensure that aged care facilities are integrated into the surrounding residential neighbourhood.

14.5   Ensure that aged care facilities provide a diversity of dwelling types to cater for different stages of the life cycle, include ageing in place.

14.6   Discourage inappropriate uses within hospital precincts.

14.7   Encourage health related activities in close proximity to hospital precincts.

21.02-8
10/11/2016
C105

Implementation

The strategies in relation to Settlement and Housing will be implemented through the planning scheme by:

Application of zones and overlays

- Applying the General Residential Zone to all existing and proposed residential land within Echuca, Kyabram and Rochester.

- Applying the Township Zone to urban areas of small towns.

- Applying the Low Density Residential Zone to the outskirts of Echuca, Kyabram and Rochester.

- Applying the Rural Living Zone to rural areas primarily containing rural residential uses.

- Applying the Development Plan Overlay, Schedule 2 to land affected by the Kyabram East Outline Development Plan.

- Applying the Development Plan Overlay, Schedule 3 to land affected by the Kyabram South Outline Development Plan.

- Applying the Development Plan Overlay, Schedule 4 to land affected by the Kyabram North East Outline Development Plan.

- Applying the Development Plan Overlay, Schedule 5 to land affected by the Wharparilla Drive South East Outline Development Plan.

- Applying the Development Plan Overlay, Schedule 6 to low density residential development.

- Applying the Development Plan Overlay, Schedule 7 to land affected by the Wharparilla Drive West Development Plan.

- Applying the Development Plan Overlay, Schedule 8 to land affected by the Echuca Community for the Aged Development Plan.

- Applying the Restructure Overlay to identify old and inappropriate subdivisions which are to be restructured.

Policy guidelines

- When deciding on applications for use and development that may impact on settlement and housing, considering, as appropriate:

· Using local policy at Clause 22.01 Agricultural Policy to provide direction on how discretion will be exercised in terms of rural subdivisions and rural dwellings.Using local policy at Clause 22.04 Non-agricultural Uses in the Farming Zone Policy to guide decisions on a variety of non-agricultural uses within the rural areas of the municipality.

· Using local policy at Clause 22.07 Water Sensitive Urban Design (Stormwater Management) Policy to require water sensitive urban design within the municipality.

Further strategic work

▪ Developing a Small Towns Strategy to identify growth opportunities for small towns.

▪ Developing Precinct Structure Plans for the precincts identified in the Echuca West Framework Plan and Infill Development Framework Plan.

▪ Completing a Development Contributions Plan for Echuca West and for the Infill Development Precincts identified in the Echuca Housing Strategy, 2011.

▪ Developing a policy for public open space contributions.

▪ Reviewing the list of discretionary uses in residential areas in light of the new state zones.

▪ Assessing the implications of an ageing population and the expansion of the health sector.

▪ Developing a Non Residential Uses in Residential Zones Policy, including the types of uses that should be either encouraged or discouraged in residential zones.

▪ Developing neighbourhood character guidelines, based on identifying an acceptable 'scale' of development in different areas.

Reference documents

Campaspe Urban Design Guidelines, 2012

Campaspe Walking and Cycling Strategy, 2007Echuca Housing Strategy, 2011

Echuca Urban Character Residential Design Guidelines, Urban Initiatives, 2007

Infrastructure Design Manual – Local Government Infrastructure Design Association

Municipal Health and Wellbeing Plan, 2013-2017

Council Plan 2013-2017

Public Open Space Guidelines, StratCorp Consulting, 2007