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LOW DENSITY AND RURAL RESIDENTIAL STRATEGY

DRAFT STRATEGY

RURAL CITY OF WANGARATTA | MARCH 2020



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VERSION

1

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ACRONYMS

BMO	Bushfire Management Overlay
BPA	Bushfire Prone Area
CFA	Country Fire Authority
DELWP	Department of Environment, Land, Water and Planning
ERP	Estimated Resident Population
FZ	Farming Zone
LDRZ	Low Density Residential Zone
RLZ	Rural Living Zone
RCoW	Rural City of Wangaratta
URP	Usual Resident Population

1. INTRODUCTION

1.1. ENGAGEMENT

Urban Enterprise was engaged by the Rural City of Wangaratta (RCoW) to prepare a Low Density and Rural Residential Strategy (the **Strategy**) for the municipality.

The purpose of the Strategy is to identify the future need for low density and rural living zoned land and to respond with a strategy to ensure this need can be met in order to provide current and future residents with a diverse range of housing options.

1.2. STUDY AREA, SCOPE AND TIMEFRAME

The **study area** for this Strategy includes all land within the Rural City of Wangaratta.

The **scope** of the analysis relates to land within the Low Density Residential Zone (LDRZ) and the Rural Living Zone (RLZ).

The **planning horizon** adopted for the Strategy is 30 years. This has regard to the requirements of state policy to plan for land supply to accommodate at least 15 years of demand and the need to ensure that a strategic and long-term approach to planning for housing in the study zones is applied.

1.3. REPORT STRUCTURE

This report is the Draft Strategy.

Two other reports form part of the study, including a **Summary Report** and an **Appendices Report**.

This Draft Strategy report includes the following sections:

- **Section 2 - Strategic and Planning Context:** A review of relevant State and Local Planning Policy relevant to low density and rural living land supply in the municipality.
- **Section 3 - Supply Assessment:** An assessment of the current low density and rural living land supply available in the municipality and the capacity of these areas to accommodate additional dwellings.
- **Section 4 - Demand Assessment:** An assessment of the demand for low density and rural residential land, having regard to recent development activity, demographic trends and population projections, followed by an assessment of the extent to which the current land supply can meet projected housing needs in terms of both location and quantity, and the need for any further land over the planning horizon of the strategy.
- **Section 5 - Investigation Areas:** Identification of potential future land supply areas suitable for investigation further development and assessment of their relative suitability against a range of criteria.
- **Section 6 – Strategy:** Provides recommended actions to implement the Low Density and Rural Residential Strategy.

Supporting analysis and reports, including a consultation report, infrastructure assessment and bushfire risk assessment are included in the Appendices Report.

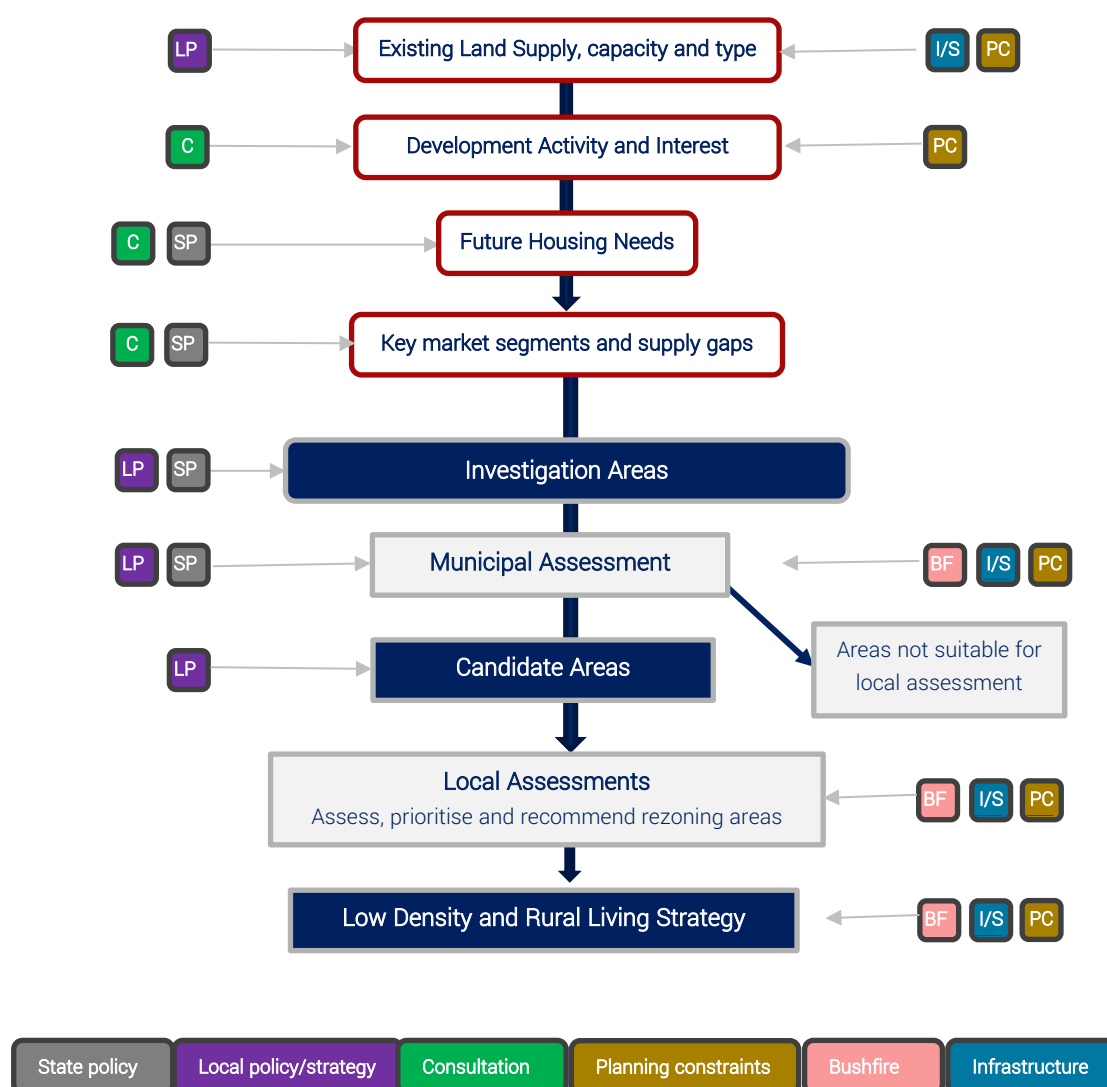
1.4. APPROACH

The approach to preparing the Strategy involved analysis of state and local planning policy, technical assessments of housing demand and supply, bushfire risk and infrastructure serviceability, and consultation with Council, the community, landowners and interested developers.

Figure F1 summarises the steps undertaken for the Strategy and the points in the process where technical input, consultation and policy were taken into account. The process was driven by the needs of housing market segments - where gaps were identified in the availability of suitable land, an assessment of the suitability of investigation areas to meet these gaps was undertaken. A number of investigation areas were already identified in local policy and strategies, while others were identified during the strategy process.

The assessment of investigation areas was first undertaken as a comparative assessment at the municipal level as required by state planning policy, at which point certain investigation areas were not considered for further assessment. The remaining 'candidate areas' were assessed in greater detail before being prioritised.

F1. APPROACH TO THE STRATEGY



Source: Urban Enterprise.

2. STRATEGIC AND PLANNING CONTEXT

2.1. INTRODUCTION

This section provides an overview of the strategic and planning context relevant to the study zones, including relevant practice notes, clauses of the Victorian Planning Provisions and the Wangaratta Planning Scheme and relevant local council strategies.

2.2. PLANNING CONTEXT

2.2.1. PLANNING PRACTICE NOTES

RURAL RESIDENTIAL DEVELOPMENT

Planning Practice Note 37 *Rural Residential Development* provides guidance for the planning of rural residential use and development. Key points relevant to this project include:

- Limited residential development can occur in other rural zones, but generally, land proposed for rural residential development should be included in the Low Density Residential Zone or the Rural Living Zone;
- Development within rural residential zones (including the LDRZ and RLZ) must align with the strategic planning objectives and policy of state and municipality;
- The rezoning of land to a rural residential zone must be supported by evidence outlining the need for housing;
- Land which is suitable for residential use at urban densities should not be zoned for rural residential use and development;
- Development within the rural residential zones must be provided with the community infrastructure that is normally expected for residential areas and have appropriate land serviceability; and
- Rural residential use and development must be compatible with surrounding land uses and not have any adverse effects.

APPLYING THE RURAL ZONES

Planning Practice Note 42 *Applying the Rural Zones* provides guidance for strategic work relating to the application of rural zones. The practice note identifies the purpose and features of each rural zone and where they may be applied. The following key points are relevant to this project:

- The purpose of the Rural Living Zone (RLZ) is to implement the PPF and local policy and to provide residential use in rural settings;
- Farming activity may be undertaken on RLZ lots provided the natural environment is not adversely affected;
- As farming activity is permitted, lot sizes can be quite large;
- Development within the RLZ must be provided with the community infrastructure that is normally expected for residential areas;
- The application of the Low Density Residential Zone (LDRZ) should be considered when the objective of the Planning Authority is to “encourage rural residential development at densities that are de facto large residential lots or which would preclude farming activities”.

2.2.2. VICTORIAN PLANNING PROVISIONS

CLAUSE 11 SETTLEMENT

Clause 11 Settlement of the Victorian Planning Provisions outlines the role of planning in preparing for the needs of existing and future communities including housing. Relevant provisions include:

- *Clause 11.01-1S Settlement* outlines the objective and strategies for Settlement in Victoria. The objective is to promote sustainable growth and development of Victorian settlements. The policy identifies that investment and growth should be focused to major regional cities including Wangaratta.
- *Clause 11.01-1R Settlement – Hume* outlines the planning strategies for settlement within the Hume region. It is identified that there is a need to facilitate growth and development in regional cities including Wangaratta.
- *Clause 11.02-1S - Supply of Urban Land* outlines the need to ensure sufficient land is available for a range of uses including residential. Strategies include the need to plan to accommodate projected population growth for at least 15 years. When planning for urban growth the following needs to be considered:
 - Neighbourhood character, landscape considerations and land capability;
 - Service limitation; and
 - Opportunities for the consolidation, redevelopment and intensification of existing urban areas.

CLAUSE 16 HOUSING

Clause 16 Housing of the Victorian Planning Provisions outlines the role of planning in providing housing diversity and in providing infrastructure required to support housing. Relevant provisions include:

- *Clause 16.01-1S Integrated Housing* outlines the need to promote a housing market which meets the needs of the community. Strategies include ensuring there is a range of housing provided and that housing developments are integrated with infrastructure and services.
- *Clause 16.01-2S Location of Residential Development* identifies the need for residential development to be located in areas with good access to jobs, services and transport.
- *Clause 16.01-3S Housing Diversity* outlines the need to provide a range of housing types to meet needs of the community. Key strategies to achieve this include ensuring diverse housing meets the needs and changing needs of households, ensuring the housing stock matches changing demand and to ensure planning in growth areas provides a range of housing on a variety of lot sizes.
- *Clause 16.01-4S Housing Affordability* outlines the need to deliver affordable housing that is located close to services, transport and jobs.
- *Clause 16.01-5S Rural Residential Development* outlines the need to identify suitable land for residential development in rural areas. Key strategies include demonstrating the need for this housing type and to identify locations for rural residential development through a housing and settlement strategy, and to ensure planning for rural residential development does not have adverse social, environmental and economic impacts.

2.2.3. RURAL CITY OF WANGARATTA LOCAL PLANNING POLICY FRAMEWORK

CLAUSE 21.02 SETTLEMENT

Clause 21.02 Settlement of the Wangaratta Planning Scheme provides the policy directions and objectives for settlement within the municipality. The policy establishes a settlement hierarchy, identifies the demand for low density residential lots and identifies locations which are to accommodate future residential growth.

Key policy directions in relation to low density and rural residential development include the identification of townships, such as Oxley, Glenrowan and Milawa, and rural townships such as Tarrawingee and Everton, where there is demand for low density and rural residential land. Other directions include:

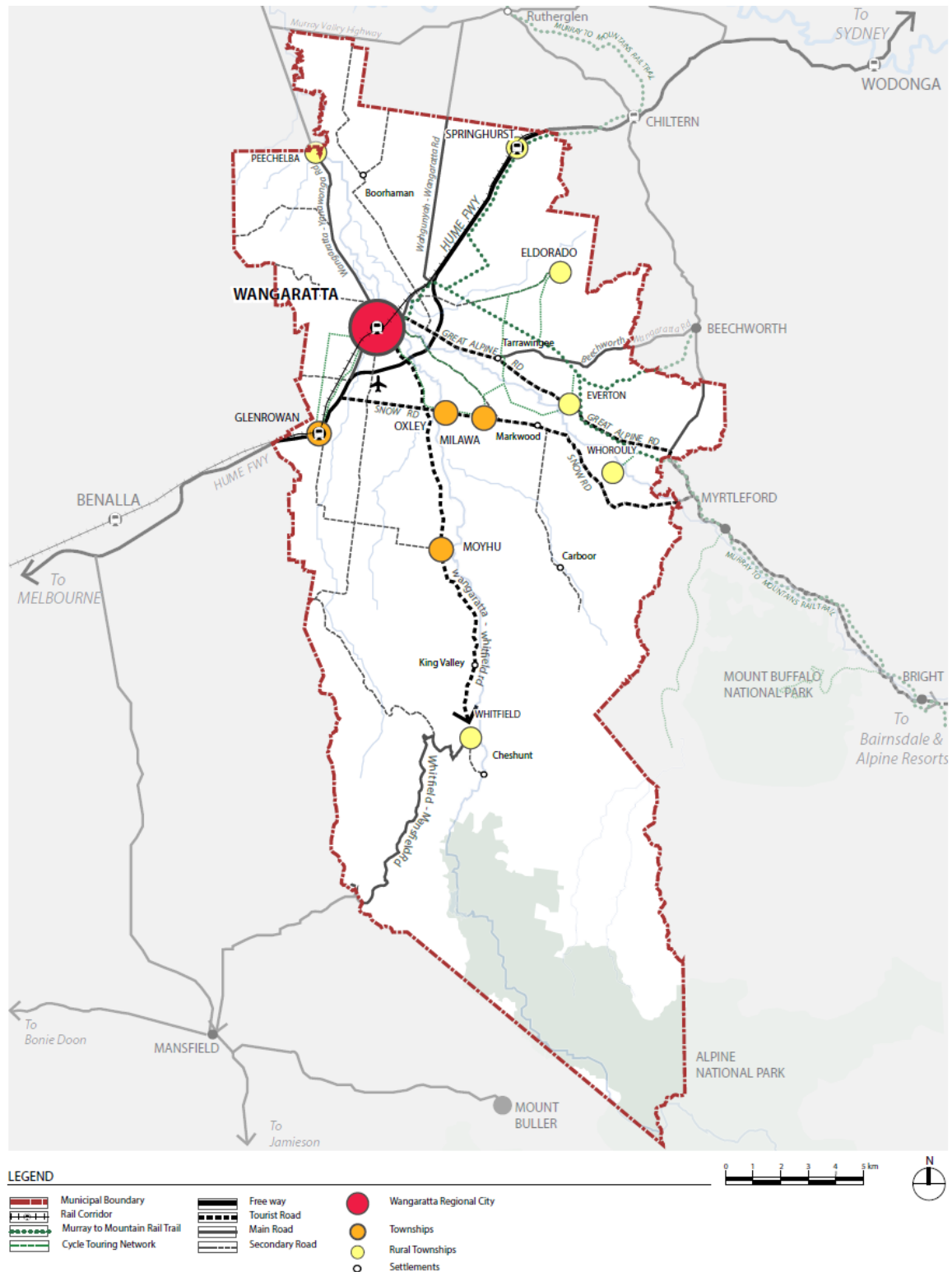
- Locations to be rezoned for Rural Living must be in proximity to an existing township or rural township and must not be on highly productive agricultural land.

- Areas must also be able to be serviced by infrastructure and have access to physical and community infrastructure.

The policy also identifies the need for a review of the application of the LDRZ around Wangaratta Regional City.

Figure F2 shows the Strategic Framework Plan for the municipality.

F2. STRATEGIC FRAMEWORK PLAN



Source: Wangaratta Planning Scheme Clause 21.02.

CLAUSE 21.07 HOUSING

Clause 21.07 Housing of the Wangaratta Planning Scheme provides the policy directions and objectives for housing within the municipality.

In relation to low density and rural residential development, the policy includes the following points:

- Separate dwellings on low density residential land will increase as townships and the land adjacent to townships develops;
- Rural residential style housing will be directed to land zoned for this purpose and to low-density residential estates around serviced Townships;
- A moderate increase in residential development in rural areas around Rural Townships is anticipated with an increase in future population;
- Avoid residential development that will undermine the environmental and agricultural values of the King Valley and the landscape values of the Warby Ranges, King Valley and Glenrowan Gap; and
- Investigate rural living opportunities around Wangaratta Regional City and Townships (Oxley, Milawa, Moyhu and Glenrowan).

2.3. COUNCIL PLANNING STRATEGIES

A number of strategies have been prepared by Council over the past 20 years that are relevant to this project. The most relevant are summarised as follows.

2.3.1. MUNICIPAL LAND STRATEGY, 2004

The Wangaratta Municipal Land Strategy 2004 identified trends in relation to land use development within the Rural City of Wangaratta and provides a number of recommendations for future land use and development.

The Strategy found that development trends indicated that there was approximately 13 years supply of residential land. In response, the strategy recommended the rezoning of land while also ensuring the availability of rural living blocks close to the Wangaratta city area.

2.3.2. POPULATION AND HOUSING STRATEGY 2013

The Rural City of Wangaratta Population and Housing Strategy 2013 is a reference document to the Wangaratta Planning Scheme and sets out the strategic direction for population and housing within the municipality.

The strategy provides an overview and analysis of population and housing trends and identifies opportunities, constraints and future urban form and housing growth scenarios for the Rural City. The Strategy also provides a series of population and housing objectives and strategic directions, housing priorities and an action and implementation plan.

In relation to low density residential land supply, the Strategy recommended that the existing supply should be used to satisfy demand until 2031 and additional land should be provided if demand exceeds supply.

The scale of historical and projected population and dwelling growth in the municipality used to inform the Strategy is outlined below:

- The historical average growth of dwellings identified in the strategy is 1.4% per annum;
- The historical average population growth rate was 0.4% per annum; and
- The Strategy identified future supply of 8,752 lots across all lot types and includes 7,170 future residential (unzoned) lots, 820 broadhectare lots and 251 non-urban lots. The majority of these future residential (unzoned) and broadhectare lots are in Wangaratta while the locations with the greatest number of future non-urban lots are Wangaratta (107 lots), Peechelba (25 lots), and Milawa (24 lots).

Based on projections, the Strategy identifies demand for between 820 additional lots (low scenario) and 3,510 additional lots (high scenario) between 2011 and 2031, equating to between 41 and 176 additional dwellings per annum. The low scenario includes no low density lots and 5 rural housing lots. The high scenario includes demand for an additional 15 dwellings per annum in low density and rural living, including:

- 107 low density lots in Wangaratta City;
- 84 low density lots in townships; and
- 115 rural housing lots.

The Strategy also identified that future dwelling growth is proposed to be accommodated in urban areas in Wangaratta City and to the north-west and south of Wangaratta City.

2.3.3. RURAL LANDSCAPE ASSESSMENT STUDY, 2009 (REVIEWED 2012)

The Rural Landscape Assessment Study 2009 provides an assessment of rural land within the Rural City of Wangaratta. The study identified areas of high significance and recommends further planning controls including the application of the Significant Landscape Overlay (SLO). Areas identified include King Valley, Glenrowan Gap and Warby Ranges.

2.3.4. RURAL CITY OF WANGARATTA RURAL STRATEGY, 2015

The Rural City of Wangaratta Rural Strategy 2015 provides guidance and recommendations for the current and future use of rural land within the municipality. The Rural Strategy included the following actions and recommendations in relation to the rezoning of farming land for rural residential use and development:

- Support the rezoning of farming land identified in the 2015 Glenrowan, Milawa and Oxley Township Development Plans for rural living;
- Identifies South Wangaratta as potentially suitable for residential purposes however further work is identified as being needed to resolve issues such as drainage. Other areas in RCoW identified for further investigation include land bounded by Warby Range Road, Shanley Street and Gravel Pit Road, land located to the east of Church Lane in Milawa and land bounded by the Hume Freeway, Warby Range Road and the existing RLZ fronting Taminick Gap Road;
- Supports the rezoning of farming land in pockets based on existing land use and historic subdivision. Areas identified include the 'Oxley Triangle' located to the west of the Oxley township and 'Milawa Triangle' located to the north of the Milawa township. The primary intent of the rezoning of these pockets was to reflect existing land uses.

The Strategy identified a number of future investigation areas for low density and rural living – these are shown in **Appendix A** of this report.

Council sought to introduce the Rural Strategy into the Planning Scheme through Planning Scheme **Amendment C69**. As part of the amendment process, a planning panel hearing was held in 2016.

The planning panel report provides a detailed discussion and considers a range of issues including the planning context, strategic context and area specific rezoning. In relation to the rezoning of land to the RLZ, the Panel found that further strategic work was required prior to the rezoning of land in Milawa and in Wangaratta South. On this basis, the rezoning of farming land to the RLZ was not supported by the Panel.

As a result, the proposed rezoning of certain areas to the RLZ have not been completed and the proposed rezoning and investigation areas identified in the Rural Strategy have been considered as part of this Strategy, having regard to the overall approach to land supply and current state planning policy requirements.

2.4. TOWNSHIP AND GROWTH AREA PLANS

Council has adopted a number of township plans and growth area plans that are included in the Planning Scheme. These are summarised as follows.

2.4.1. RURAL CITY OF WANGARATTA TOWNSHIP DEVELOPMENT PLANS

Township Development Plans exist for the towns of Milawa, Oxley and Glenrowan. Plans are shown in **Appendix B**. A Township Development Plan for Moyhu is currently under preparation.

MILAWA TOWNSHIP DEVELOPMENT PLAN

The Milawa Township Development Plan (2015) provides guidance for the future development of the town. The plan provides a series of recommendations for the future use and development and identifies land to the west of the town as a future investigation area for residential uses. In relation to LDRZ and RLZ the plan recommends:

- Support LDRZ development in the north of the town (lot sizes of 0.2ha if connected to sewer along Milawa-Bobinawarrah Road and 4ha outside of this); and
- Progress rezoning of land in the north of the town to RLZ1 (between Kerrs Road – east of Factory Land and the Cheese factory).

OXLEY TOWNSHIP DEVELOPMENT PLAN

The Oxley Township Development Plan (2015) provides guidance for the future development of Oxley. The plan provides a series of recommendations for the future use and development of land within the town into the future.

In relation to LDRZ and RLZ, the plan recommends:

- Investigating the rezoning potential of land in the south west of the township to LDRZ; and
- Rezoning land to the west of the town to RLZ (subject to an approved rural land use strategy).

In addition, land in the north, west and south west of the township is identified as a future investigation area by the plan.

GLENROWAN TOWNSHIP DEVELOPMENT PLAN

The Glenrowan Township Development Plan (2015) provides guidance for the future development of Glenrowan. The plan provides a series of recommendations for the future use and development of land within the town into the future.

In relation to LDRZ and RLZ, the plan recommended:

- Short Term: *Progress rezoning and planning applications for land in precinct H (a) subject to suitable land capability studies that address drainage capacity and disposal of wastewater;*
- Medium Term: *Progress rezoning of land in precinct G to RLZ1 subject to suitable land capability and servicing studies;*
This action will ensure the rezoning reflects the existing development pattern, but ensures that the land is able to be adequately serviced and drained to enable development (such as construction of dwellings) to occur;
- Long Term: *Consider rezoning precinct H(b) subject to demand and suitable land capability studies that address drainage capacity and disposal of wastewater.*
This action should only be activated should land supply in Precinct H(a) be exhausted, and demand for additional RLZ be demonstrated.

DRAFT BACKGROUND REPORT FOR MOYHU TOWNSHIP DEVELOPMENT PLAN

The draft background report for the Moyhu Township Development Plan provides information relating to the historic population and dwelling growth of the town. The report identifies no dwellings have been constructed in the LDRZ over the past 17 years and that there is capacity for 25 new dwellings in the LDRZ. Recent extension of reticulated sewerage infrastructure to the town is expected to promote greater development opportunities in the town.

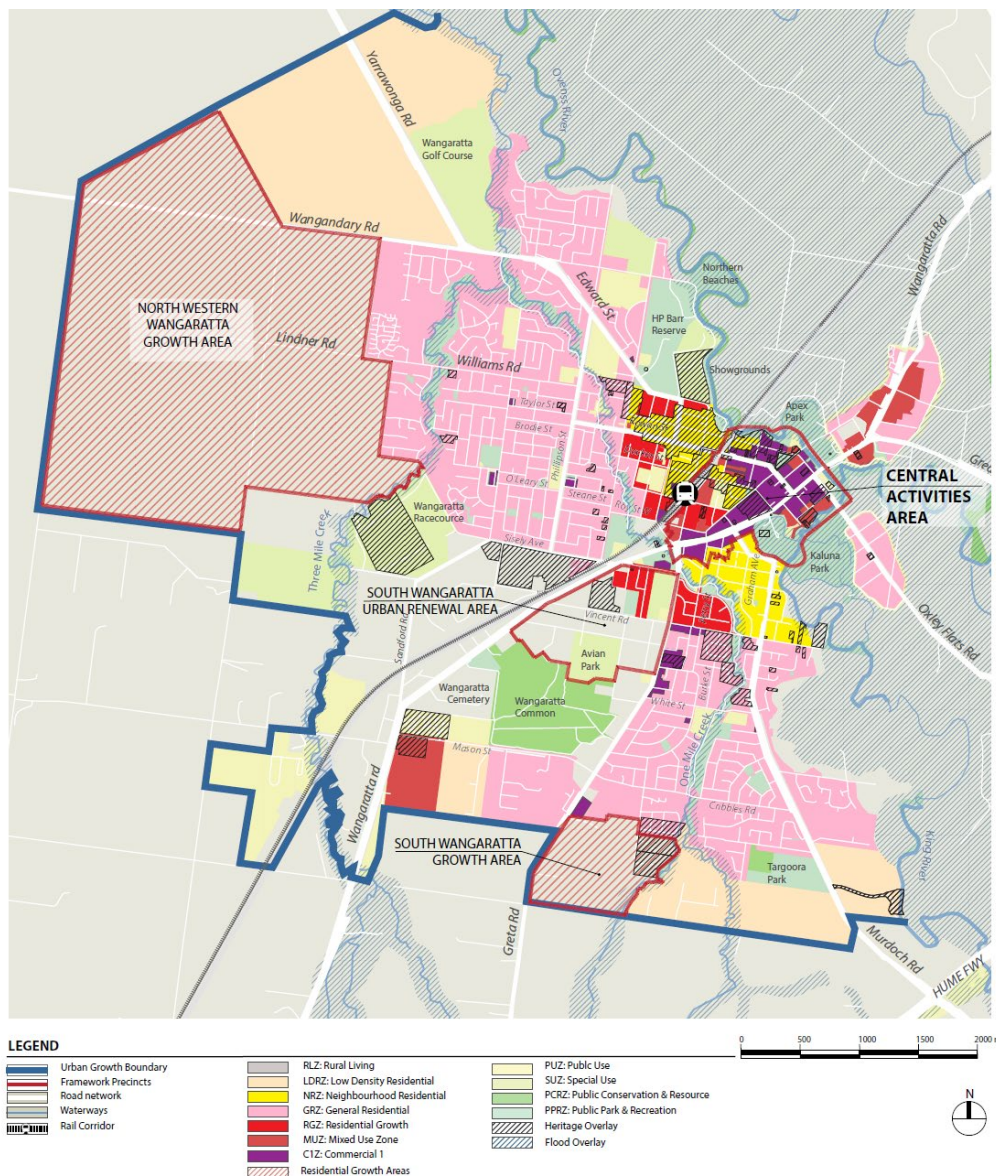
2.4.2. GROWTH AREA STRUCTURE PLANS

Two urban growth areas have been approved via Amendment C71, as extensions to the urban area of Wangaratta:

- The Wangaratta South Growth Area Structure Plan outlines a planning and development framework for land to the south of Cribbes Road, west of Greta Road and north of Clarkes Lane and east of One Mile Creek. The Plan identifies a density target of 10 lots per net developable hectare and identifies land for standard density residential and diverse housing / medium density residential development;
- The Wangaratta North West Growth Area Structure Plan outlines the planning and development framework for land to the south of Wangandary Road, west of Reith Road, and east of Christensen Lane and Worland Road.

The location of these growth areas is shown in Figure F3.

F3. RESIDENTIAL GROWTH AREAS IN WANGARATTA



Source: Clause 21.02-3 Settlement of the Wangaratta Planning Scheme.

2.5. INFRASTRUCTURE STRATEGIES

The following infrastructure strategies have been reviewed as part of this Strategy.

2.5.1. NORTH EAST WATER SUPPLY DEMAND STRATEGY (2012)

North East Water provides water and wastewater services to an estimated population of 115,000 people across 39 communities in north east Victoria. North East Water is responsible for 21 water delivery systems across its area of operation.

In 2012, North East Water recently revised its Water Supply Demand Strategy (WSDS). The WSDS aims to identify the best mix of measures to maintain a balance between the demand for water and available supply in urban supply systems now and into the future.

2.5.2. NORTH EAST REGIONAL CATCHMENT STRATEGY (NECMA, 2013)

A Regional Catchment Strategy (RCS) is the primary integrated planning framework for land, water and biodiversity management in each of the ten catchment management regions of Victoria. The North East RCS aims to provide focused, integrated and coordinated direction for all natural resource management activities in the North East. It includes processes that can be used to assess the condition of land, water and biodiversity and seeks to encourage and support participation of landholders, resource managers and other members of the community in catchment management.

2.5.3. WANGARATTA URBAN WATERWAYS FLOOD INVESTIGATION (WATER TECHNOLOGY, 2017)

The report provides an improved understanding of flood behaviour through the study area which assists with planning decisions. The results of the investigation can be used to guide future development of Wangaratta and outlying areas. The modelling also focused on the expansion of the Wangaratta Aerodrome precinct which found the impacts to be minor.

2.5.4. DOMESTIC WASTEWATER MANAGEMENT PLAN (2018)

The Domestic Wastewater Management Plan (DWMP) is a document that sets out the required management processes for Council to manage domestic wastewater throughout the municipality.

This includes all onsite systems, whether they are located on the fringe of a sewer urban area, in a small town, in a rural residential area or at isolated farmhouses.

2.5.5. GUIDELINES FOR THE PROTECTION OF WATER QUALITY, 2001

The North East Planning Referrals Committee (NEPRC) was formed in 1999 between a number of government authorities with a vision to prepare an integrated set of guiding documents, policies and requirements to cover a wide range of development activities with a particular emphasis on water quality protection. The purpose of packaging this information is to provide local government, other agencies and the community with knowledge about water quality protection in land development assessment.

The guidelines include information relating to Development in Floodplains and across Natural Drainage Lines – New Dwellings and Subdivisions, guidelines for Infrastructure Development on or Adjacent to Waterways, Guidelines for Septic Tank Systems including Package Treatment Plants.

2.6. BUSHFIRE STRATEGIES AND POLICY

The following bushfire strategies and policies were reviewed and taken into consideration as part of this Strategy. Following the 2009 Bushfire Royal Commission, the Victorian Planning Policy Framework was reformed through Amendment VC140 (gazetted 12 December 2017) to implement the land use planning recommendations of the Commission. These reforms have prioritised protecting human life above other policy considerations and therefore bushfire risk is a key consideration of this Strategy. Most of Council's previous planning strategies were prepared prior to gazettal of these new state bushfire planning policies.

2.6.1. STATE PLANNING POLICY - CLAUSE 13.02-1S

The Planning Policy Framework seeks to increase the Victorian community's resilience to bushfire through risk-based planning that prioritises the protection of human life.

Clause 13.02-1S – Bushfire planning applies to all planning and decision making under the *Planning and Environment Act 1987* relating to land that is within a Bushfire Prone Area (BPA), subject to a Bushfire Management Overlay (BMO) or area proposed to be developed in a way that may create a bushfire hazard.

The objective of Clause 13.02-1S is “to strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.”

The strategies that underpin Clause 13.02-1S include:

- Give priority to the protection of human life by:
 - Prioritising the protection of human life over all other policy considerations.
 - Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.
 - Reducing the vulnerability of communities to bushfire through the consideration of bushfire risk in decision making at all stages of the planning process.

Of particular relevance to this Strategy, Clause 13.02-1S sets out the following strategy for settlement planning:

- Plan to strengthen the resilience of settlements and communities and prioritise protection of human life by:
 - Directing population growth and development to low risk locations, being those locations assessed as having a radiant heat flux of less than 12.5 kilowatts/square metre under AS 3959-2009 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2009).
 - Ensuring the availability of, and safe access to, areas assessed as a BAL-LOW rating under AS 3959-2009 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2009) where human life can be better protected from the effects of bushfire.
 - Ensuring the bushfire risk to existing and future residents, property and community infrastructure will not increase as a result of future land use and development.
 - Achieving no net increase in risk to existing and future residents, property and community infrastructure, through the implementation of bushfire protection measures and where possible reducing bushfire risk overall.
 - Assessing and addressing the bushfire hazard posed to the settlement and the likely bushfire behaviour it will produce at a landscape, settlement, local, neighbourhood and site scale, including the potential for neighbourhood-scale destruction.
 - Assessing alternative low risk locations for settlement growth on a regional, municipal, settlement, local and neighbourhood basis.
 - Not approving any strategic planning document, local planning policy, or planning scheme amendment that will result in the introduction or intensification of development in an area that has, or will on completion have, more than a BAL-12.5 rating under AS 3959-2009 Construction of Buildings in Bushfire-prone Areas (Standards Australia, 2009).

Clause 71.02 – Operation of the planning policy framework of the Planning Scheme also provides important guidance on the consideration of bushfire in decision making and how this is to be balanced against other policy considerations. In particular Clause 71.02-3 states the following:

“Planning authorities and responsible authorities should endeavour to integrate the range of policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations. However, in bushfire affected areas, planning authorities and responsible authorities must prioritise the protection of human life over all other policy considerations.”

2.6.2. LOCAL PLANNING POLICY FRAMEWORK

The following local planning policies have been identified as being particularly relevant in terms of providing direction on how bushfire risks are to be dealt when making decision under the provisions of the Wangaratta Planning Scheme:

- Clause 21.01-2 – Key influences and issues:
 - Key land use and planning influences relate to (inter alia):*
 - Managing environmental risks including flooding and bushfire.*

- Clause 21.04 – Environmental risks:
 - Clause 21.04-3 – Bushfire

Context and issues:

Bushfire is a risk within the municipality, particularly in areas located on the outskirts of Rural Townships and Rural Settlements, consistent with a highly vegetated natural environment.

Objectives and strategies

- Objective 1 Mitigate risk of Bushfire
 - Strategy 1.1 Avoid development with high bushfire risk.
 - Strategy 1.2 Apply the Bushfire Management Overlay to areas that are identified as high bushfire hazard and risk (and meet the criteria for mapping the BMO).
- Objective 2 Recognize the value of the vegetation and the natural environment in areas of bushfire risk
 - Strategy 2.1 Minimise buildings and works and development that requires clearing of native vegetation to achieve the required bushfire attack levels (BAL) for the class of construction.
 - Strategy 2.2 Use design techniques that minimize clearing of native vegetation to establish defensible space distances.

2.6.3. INTEGRATED BUSHFIRE HAZARD IDENTIFICATION AND MITIGATION

In Victoria the planning and building system are integrated and two mapping systems are used to identify bushfire risk across the State.

The Bushfire Management Overlay (**BMO**) is a planning control that is applied to areas that have the potential for extreme bushfire behaviour, such as a crown bushfire and extreme ember attack and radiant heat. These are the type of locations where the creation of new or expanded settlements should be avoided where possible and accordingly the mapping of the BMO has also used as an important input for the landscape scale bushfire assessment undertaken as part of this Strategy.

In the building system, areas that are, or are likely to be subject to bushfire, are designated and mapped as a Bushfire Prone Area (**BPA**) pursuant to Section 192A of the *Building Act 1993*. This map is used to trigger bushfire construction requirements under the National Construction Code 2016 (**National Construction Code**) and as noted above this map is now also referenced in Clause 13.02-1S and is to be used to guide decision making in the planning system.

Areas designated as BPA include all areas mapped in the BMO and also include areas that are exposed to lower levels of bushfire hazard – typically grassland environments and other bushfire prone areas where extreme bushfire behaviour is unlikely to be generated. The land that is most likely to be under consideration for rezoning to LDRZ and RLZ is land located in the Farming Zone (**FZ**) and land in this zoning will all be located in a BPA.

Australian Standard AS.3959-2018 – *Construction of buildings in bushfire prone areas* (**AS.3959-2018**) is utilised in both the planning system (BMO) and the building system (BPA/National Construction Code) to determine the level of bushfire attack on buildings in bushfire prone areas and to determine the appropriate construction response to mitigate these effects for specified types of buildings.

2.6.4. MECHANISMS OF BUSHFIRE RISK

As noted in the *Technical Guide Planning Permit Applications Bushfire Management Overlay* (DELWP, September 2017) (**BMO Technical Guide**) there are up to five forms (or mechanisms) of bushfire attack that need to be taken into account when undertaking bushfire assessments. These are:

- Ember attack.

- Radiant heat.
- Localised flame contact.
- Flame contact from the fire front.
- Extreme fire behaviour.

Achieving compliance with the settlement planning strategies of Clause 13.02-1S effectively requires population growth and development to be directed to locations where the mechanisms of bushfire attack are limited to low levels of ember attack and radiant heat (less than 12.5 kilowatts/square metre).

2.6.5. REVIEW OF BACKGROUND REPORTS

The following reports have been reviewed in detail for their analysis and conclusions regarding the level of bushfire risk in the key townships of the RCOW, the development of the assessment methodology and the development of the design principles and bushfire protection measures for consideration within future structure planning:

- Glenrowan Bushfire Assessment (Terramatrix, January 2014);
- Strategic bushfire management plan – Alpine and North East, (Department of Environment, Land Water and Planning, 2015);
- Strategic bushfire risk assessment for the Wangaratta residential growth areas (Terramatrix 2014);
- Wangaratta MFPC – Nov 2017 – Potential fire impact on North Wangaratta (RCOW, unpublished).

The assessment in this report has also been informed by a review of the following documents:

- Community Information Guide – Bushfire – Eldorado (RCOW and CFA, Sep 2107);
- Community Information Guide – Bushfire – Glenrowan-Hamilton Park (RCOW and CFA, Oct 2017);
- Community Information Guide – Bushfire – Whitfield and Cheshunt (RCOW and CFA, Nov 2017);
- Hume Region Regional Bushfire Planning Assessment (Department of Planning and Community Development, April 2012).

2.7. KEY FINDINGS

- State policy supports growth and development of Wangaratta as a regional city.
- State planning policy requires councils to provide land supply to accommodate demand for at least 15 years and to provide direction on where growth should occur. Policy also supports the provision of a range of housing options and the need to identify suitable land for residential development in rural areas.
- Planning Practice Notes identify the need to provide evidence of the demand for housing in order to rezone land to a rural residential zone and highlight the importance of the provision of services the rural residential areas at the same level to that expected in other residential areas. Planning must also consider impacts on surrounding uses, avoidance of high quality agricultural land and areas suitable for residential use at urban densities.
- Numerous Council strategies and policies identify the importance of rural residential land to the housing market and support investigation of further rural residential land in proximity to Wangaratta and the towns of Oxley, Glenrowan, Milawa and Tarrawingee.
- Local policy and strategies highlight the constraints and risks associated with bushfire and flooding in the municipality. State policy requires strategic planning to direct population growth and development to low risk locations and to prioritise the protection of human life over all other policy considerations.

3. LAND SUPPLY AND CAPACITY

3.1. INTRODUCTION

This section of the report includes an assessment of the existing land supply and capacity for dwellings within the LDRZ and RLZ across the municipality.

The method undertaken to estimate the capacity of zoned land to accommodate additional dwellings is provided in **Appendix C**.

3.2. LOCATION, NUMBER OF LOTS AND AREA

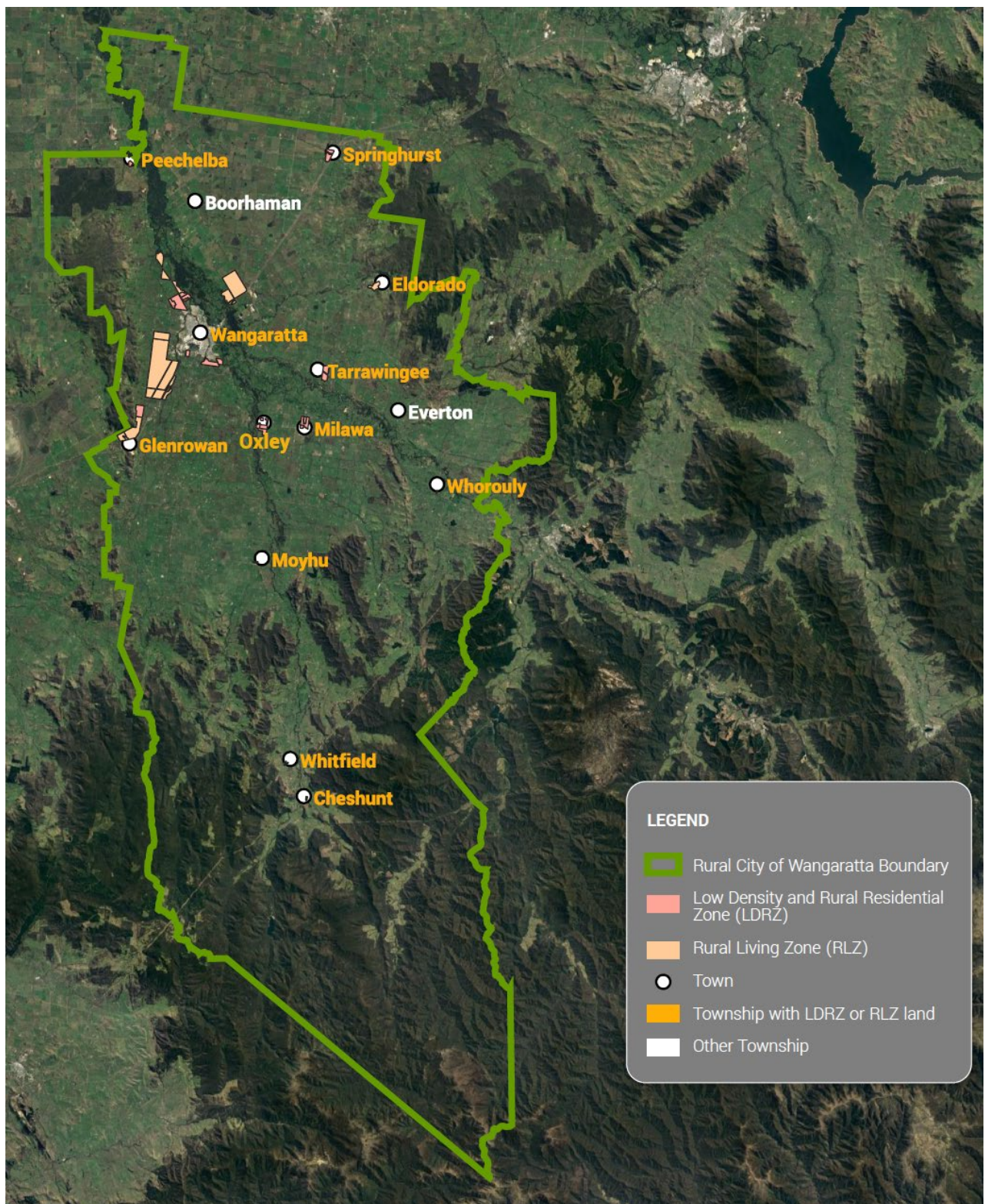
LOCATION

The location of zoned land is shown in Figure F4. Zoned land has been identified by township and separated into the following four precincts in Wangaratta itself:

- Precinct W-1a: to the north-west of the urban area, also known as Waldara;
- Precinct W-1b: to the north-east of the urban area;
- Precinct W-1c: to the south of the urban area; and
- Precinct W-1d: to the south-west of the urban area towards Glenrowan and the Warby Ranges.

A map of each precinct is provided at Appendix D of the Appendix Report.

F4. LOCATION OF LDRZ AND RLZ LAND



Source: Wangaratta Planning Scheme.

NUMBER OF LOTS

As shown in Table T1, there are 1,128 lots within the LDRZ and RLZ in the municipality, including 372 lots in the RLZ and 756 lots in the LDRZ. A large proportion of the lots in the study zones are located in north-west Wangaratta (W-1A, 331 lots) and Glenrowan (G-A, 174 lots) with the two locations accounting for 45% of all lots.

T1. NUMBER OF LOTS BY PRECINCT

Sub-Precinct	RLZ1	RLZ2	TOTAL RLZ	LDRZ1	LDRZ2	LDRZ3	TOTAL LDRZ	Total
Wangaratta (W- 1a)	79	-	79	18	200	34	252	331
Wangaratta (W- 1b)	63	11	74	-	-	-	-	74
Wangaratta (W-1c)	-	-	-	107	-	-	107	107
Wangaratta (W- 1d)	53	100	153	-	-	-	-	153
Glenrowan (G-A)	2	43	45	129	-	-	129	174
Peechelba (P-A)	-	-	-	15	-	-	15	15
Springhurst (S-A)	-	-	-	43	-	-	43	43
Eldorado (E-A)	19	-	19	-	-	-	-	19
Milawa (M-A)	-	-	-	17	74	-	91	91
Whorouly (W-B)	-	-	-	2	-	-	2	2
Moyhu (M-B)	-	-	-	2	-	-	2	2
Whitfield (W-C)	-	-	-	1	-	-	1	1
Oxley (O- A)	-	-	-	56	38	-	94	94
Tarrowingee (T- A)	-	-	-	20	-	-	20	20
Cheshunt (C- A)	2	-	2	-	-	-	-	2
Everton (E-B)	0	0	0	0	0	0	0	0
TOTAL	218	154	372	410	312	34	756	1,128

Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

LAND AREA

The total land area of lots in the LDRZ and RLZ in each town is identified in Table T2. In total there is 3,161 hectares of land within the LDRZ and RLZ, comprising 841 ha in the LDRZ and 2,320 ha in the RLZ.

T2. TOTAL LAND AREA (HECTARES) BY PRECINCT

Sub-Precincts	RLZ1	RLZ2	TOTAL RLZ	LDRZ1	LDRZ2	LDRZ3	TOTAL LDRZ	TOTAL
Wangaratta (W- 1a)	179	-	179	34	180	38	253	433
Wangaratta (W- 1b)	120	412	532	-	-	-	-	532
Wangaratta (W-1c)	-	-	-	138	-	-	138	138
Wangaratta (W- 1d)	120	1,181	1,301	-	-	-	-	1,301
Glenrowan (G-A)	62	184	247	86	-	-	86	332
Peechelba (P-A)	-	-	-	31	-	-	31	31
Springhurst (S-A)	-	-	-	60	-	-	60	60
Eldorado (E-A)	54	-	54	-	-	-	-	54
Milawa (M-A)	-	-	-	20	73	-	94	94
Whorouly (W-B)	-	-	-	2	-	-	2	2
Moyhu (M-B)	-	-	-	6	-	-	6	6
Whitfield (W-C)	-	-	-	6	-	-	6	6
Oxley (O- A)	-	-	-	41	45	-	86	86
Tarrowingee (T- A)	-	-	-	80	-	-	80	80
Cheshunt (C- A)	6	-	-	-	-	-	-	6
Everton (E-B)	0	0	0	0	0	0	0	0
TOTAL	541	1,778	2,320	503	299	38	841	3,161

Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

3.3. SUBDIVISION CONTROLS

Land in the LDRZ and RLZ is subject to minimum lot size controls for subdivision. Table T3 provides a summary of the controls. A detailed list of the subdivision controls is included in **Appendix C**.

T3. SUBDIVISION CONTROLS SUMMARY

ZONE	Location	ON SEWER		OFF SEWER	
		Hectares	Acres	Hectares	Acres
RLZ					
Schedule 1	All land	2 Ha	5	2 Ha	5
Schedule 2	All land	8 Ha	20	8 Ha	20
LDRZ					
Schedule 1	Waldara Low Density (W-1a)	1 Ha	2.5	1 Ha	2.5
	All other land	0.2 Ha	0.5	1 Ha	2.5
Schedule 2	All land	0.4 Ha	1	1 Ha	2.5
Schedule 3	All land	0.6 Ha	1.5	1 Ha	2.5

Source: Wangaratta Planning Scheme.

It is noted that the above lot sizes reflect the current controls within the Wangaratta Planning Scheme. Council has the ability to vary these lot sizes above the minimum size prescribed within the Planning Policy Framework (LDRZ and RLZ), through the creation of a new schedule.

3.4. VACANT LOTS

Analysis of Council's property database and aerial photography was undertaken to identify vacant lots. A lot is considered vacant if there is no dwelling evident.

Vacant lots were classified as either single house lots (those with no further subdivision potential under the minimum lot size in the planning scheme) or a vacant lot with capacity to accommodate multiple lots.

Table T4 shows that 89 vacant single lots were identified. The majority of these lots are located in Wangaratta sub precincts W-1c (40 lots) and W-1a (22 lots) in recently subdivided areas. It is likely that many of these lots have been sold and will be occupied with a dwelling in the short term.

The supply maps in **Appendix D** show the location of each vacant lot.

T4. NUMBER OF VACANT LOTS BY ZONE AND PRECINCT

Precinct	RLZ1	RLZ2	TOTAL RLZ	LDRZ1	LDRZ2	LDRZ3	TOTAL LDRZ	TOTAL
Wangaratta (W- 1a)	0	0	0	0	20	2	22	22
Wangaratta (W- 1b)	1	1	2	0	0	0	0	2
Wangaratta (W- 1c)	0	0	0	40	0	0	40	40
Wangaratta (W- 1d)	0	5	5	0	0	0	0	5
Glenrowan	0	3	3	2	0	0	2	5
Peechelba	0	0	0	1	0	0	1	1
Springhurst	0	0	0	1	0	0	1	1
Eldorado	0	0	0	0	0	0	0	0
Milawa	0	0	0	1	0	0	1	1
Whorouly	0	0	0	2	0	0	2	2
Moyhu	0	0	0	0	0	0	0	0
Whitfield	0	0	0	0	0	0	0	0
Oxley	0	0	0	3	3	0	6	6
Tarrowingee	0	0	0	3	0	0	3	3
Cheshunt	1	0	1	0	0	0	0	1
Everton	0	0	0	0	0	0	0	0
TOTAL	2	9	11	53	23	2	78	89

Source: Base information: Council property Database 2019, analysed by Urban Enterprise 2019.

Table T5 shows the lot size profile of single vacant lots in the LDRZ and RLZ. For currently vacant lots, there is a clear lack of lots greater than 0.5ha in area with only 15 across the municipality.

T5. SINGLE VACANT LOT SIZE PROFILE BY SIZE AND PRECINCT

Precinct	0- 2,000 sqm	2,000-5,000 sqm	5,000 sqm – 1ha	1ha- 2ha	2-4ha	4-8ha	8ha+	Total
Wangaratta (W- 1a)	0	22	0	0	0	0	0	22
Wangaratta (W- 1b)	0	0	0	1	0	0	1	2
Wangaratta (W- 1c)	5	35	0	0	0	0	0	40
Wangaratta (W- 1d)	0	0	0	0	1	0	4	5
Glenrowan (G-A)	2	2	0	0	1	0	0	5
Peechelba (P-A)	0	0	1	0	0	0	0	1
Springhurst (S-A)	0	1	0	0	0	0	0	1
Eldorado (E-A)	0	0	0	0	0	0	0	0
Milawa (M-A)	0	1	0	0	0	0	0	1
Whorouly (W-B)	0	0	2	0	0	0	0	2
Moyhu (M-B)	0	0	0	0	0	0	0	0
Whitfield (W-C)	0	0	0	0	0	0	0	0
Oxley (O- A)	0	4	2	0	0	0	0	6
Tarrawingee (T- A)	0	1	0	2	0	0	0	3
Cheshunt (C- A)	0	1	0	0	0	0	0	1
Everton	0	0	0	0	0	0	0	0
Total	7	67	5	3	2	0	5	89

Source: Base information: Council property Database 2019, analysed by Urban Enterprise 2019.

3.5. SUBDIVISION POTENTIAL AND DEVELOPMENT CONSTRAINTS

Vacant lots with subdivision potential were identified by reference to the minimum lot size and the existing lot area. If a lot is more than twice the minimum lot size, in theory it has the potential to be subdivided.

Once these lots were identified, a range of constraints were considered to estimate the 'effective' capacity of all vacant lots, taking into consideration areas of land that may be constrained due to factors such as;

- Flooding;
- Land ownership and layout;
- Interface issues (such as a buffer zone for a nearby use); and
- Infrastructure capacity and costs.

3.5.1. FLOODING

The capacity of land for additional lot supply can be restricted by overlays such as the Flooding Overlay (FO) and Land Subject to Inundation Overlay (LSIO), with many towns in the municipality located on the floodplains of the Ovens and / or King Rivers.

Precincts affected by these overlays are shown in Table T6, along with the proportion of the zoned land that is affected by each overlay. The Flood Overlay prevents the creation of new lots through subdivision if they are located entirely within the overlay.

This constraint is addressed by excluding any sections of land affected by the overlays from the calculations of land capacity. If a property is only partially affected, only the affected area is deducted, not the entire property.

T6. LAND CONSTRAINED BY FLOOD AND LAND SUBJECT TO INUNDATION OVERLAYS

Precinct	FO	Approximate proportion of precinct affected (%)	LSIO	Approximate proportion of precinct affected (%)
Wangaratta (W- 1a)	Yes	15	Yes	Negligible
Wangaratta (W- 1b)	Yes	5	Yes	Negligible
Wangaratta (W- 1c)	Yes	10	Yes	5
Wangaratta (W- 1d)	Yes	Negligible	Yes	10
Peechelba	Yes	Negligible	Yes	Negligible
Whorouly	Yes	90	Yes	10
Oxley	Yes	5	Yes	Negligible
Tarrowingee	Yes	5	Yes	5

Source: Urban Enterprise, 2019.

3.5.2. LAND OWNERSHIP AND LAYOUT

Land ownership is a potential constraint to the development of LDRZ and RLZ land. For example, if landownership is fragmented throughout an area, parcels are irregularly shaped or difficult to create a developable area in single ownership, development opportunities could be limited or slow to establish. Some landowners may be waiting for land to be rezoned to an urban residential zone before seeking to sell or develop.

In the LDRZ and RLZ property ownership constraints are particularly common given that land is often held by multiple individual owners, generally unfamiliar with planning processes, using land for a variety of purposes (family homes, minor agriculture, tourism, etc), often with a lack of motivation or financial capacity to move and subdivide.

As subdivision in the LDRZ and RLZ are generally on a small scale and require non-developers to develop or sell land, delivery of new land in these zones is commonly slow and fragmented. Perceptions of complex planning processes and challenging planning controls can also disincentivise or postpone development for those unfamiliar with planning.

Consultation with real estate agents identified these challenges as considerable in the municipality, particularly the lack of land owned by experienced developers resulting in a prevailing view that subdivision processes were too difficult to pursue.

This constraint is addressed by excluding smaller occupied lots from consideration of land supply.

In some rural areas, previous subdivisions have resulted in Councils applying restrictions on further subdivision of particular lots. This is usually achieved through a section 173 agreement which runs with the title of the relevant property. Section 173 agreements in rural areas were provided by Council for review. Although 27 properties are subject to s173 agreements in the study zones, only one lot (18 Woodwarrah Avenue, Milawa) is subject to an agreement which prevents any further subdivision without approval from Council.

This constraint was addressed by removing the capacity of the relevant Milawa lot from the supply assessment.

In some cases, landowners proposed subdivisions that have a different (often lesser) development yield than the maximum that is permitted under the minimum lot sizes set out in the planning scheme.

This was addressed in the supply assessment by obtaining information from Council regarding the expected yield of key properties based on any subdivision applications received or other information available to Council.

3.5.3. EXISTING LAND USE AND INTERFACES

Further development of some of the precincts is potentially constrained by existing land use activities which restrict residential use, for example due to nearby industrial land uses which require buffers to sensitive uses including dwellings. Default land use buffers are prescribed in Clause 53.10 of the Wangaratta Planning Scheme.

A summary by precinct of such development constraints identified is provided in Table T7.

T7. LAND USE CONFLICTS / INTERFACES

	INTERFACE CONSTRAINTS
Wangaratta (W- 1b)	Industrial land (buffers may apply), Wastewater plant (300m buffer), Bowser Landfill (500m buffer)
Wangaratta (W- 1c)	High pressure Gas pipelines, Mackay Casings (1,000m strategic buffer proposed), vegetation, swamp
Wangaratta (W- 1d)	Hume Freeway, Mackay Casings (1,000m strategic buffer proposed) Industrial land
Glenrowan	High Pressure Gas Pipeline, Wastewater plant
Springhurst	Hume Freeway, High Pressure Gas Pipeline

Source: Urban Enterprise, 2019.

These constraints may further limit the ultimate dwelling yield of these areas, however the land supply has not been adjusted to reflect the potential constraint due to uncertainty regarding the respective impacts.

The potential impact of this constraint is a contributing factor which warrants the adoption of a long timeframe for this type of strategy and supports an approach which seeks to provide a variety of potential locations and options for housing development.

Maps identifying the above land use conflicts and interfaces are provided in **Appendix E** of the Appendices report.

3.5.4. INFRASTRUCTURE CONSTRAINTS

The lack of availability of infrastructure to an area or the likelihood that a significant upgrade to existing infrastructure would be required could prevent or delay development and subdivision. This includes:

- Lack of drainage infrastructure;
- Lack of adequate communication infrastructure (fixed line and / or NBN); and
- Lack of a reliable water supply.

Analysis prepared by TGM shows that the following precincts are most likely to be affected by infrastructure constraints:

- Tarrawingee: poor drainage, no reliable water source;
- Whorouly: poor drainage, no reliable water source;
- Milawa: reliance on co-operative water supply;
- Peechelba: no reliable water source; and
- Eldorado: no reliable water source.

A full analysis of infrastructure constraints is provided in Section 5 of this report. No changes to land supply and capacity have been made as a result of potential infrastructure constraints.

3.5.5. DECLARED SPECIAL WATER SUPPLY CATCHMENT

A large proportion of land in the municipality is located within a Declared Special Water Supply Catchment. The catchment requires the protection of the King River and Ovens River from pollution due to inappropriate development. A map identifying the Declared Special Water Supply Catchment area is provided in Figure F5.

Any planning permit application to subdivide land in this catchment must be referred to Goulburn Murray Water, the relevant water board or water supply authority, under Clause 66.02-5 of the Planning Scheme.

The extent to which this issue could impact development is difficult to estimate given that each subdivision proposal is assessed on a case by case basis and generally has regard to factors such as the availability of hydraulic infrastructure, the proposed density / lot size of developments and proximity to waterways.

An example of the potential constraint is a recent development application in Tarrawingee which was required to create wastewater envelopes that are setback at least 100 metres from waterways in line with the 2012 Ministerial Guideline: *planning permit applications in open, potable water supply catchment areas*.

The Wangaratta Domestic Wastewater Management Plan (2018) operates in partnership with the Declared Special Water Supply Catchment. The Plan includes the following comments relevant to this Strategy:

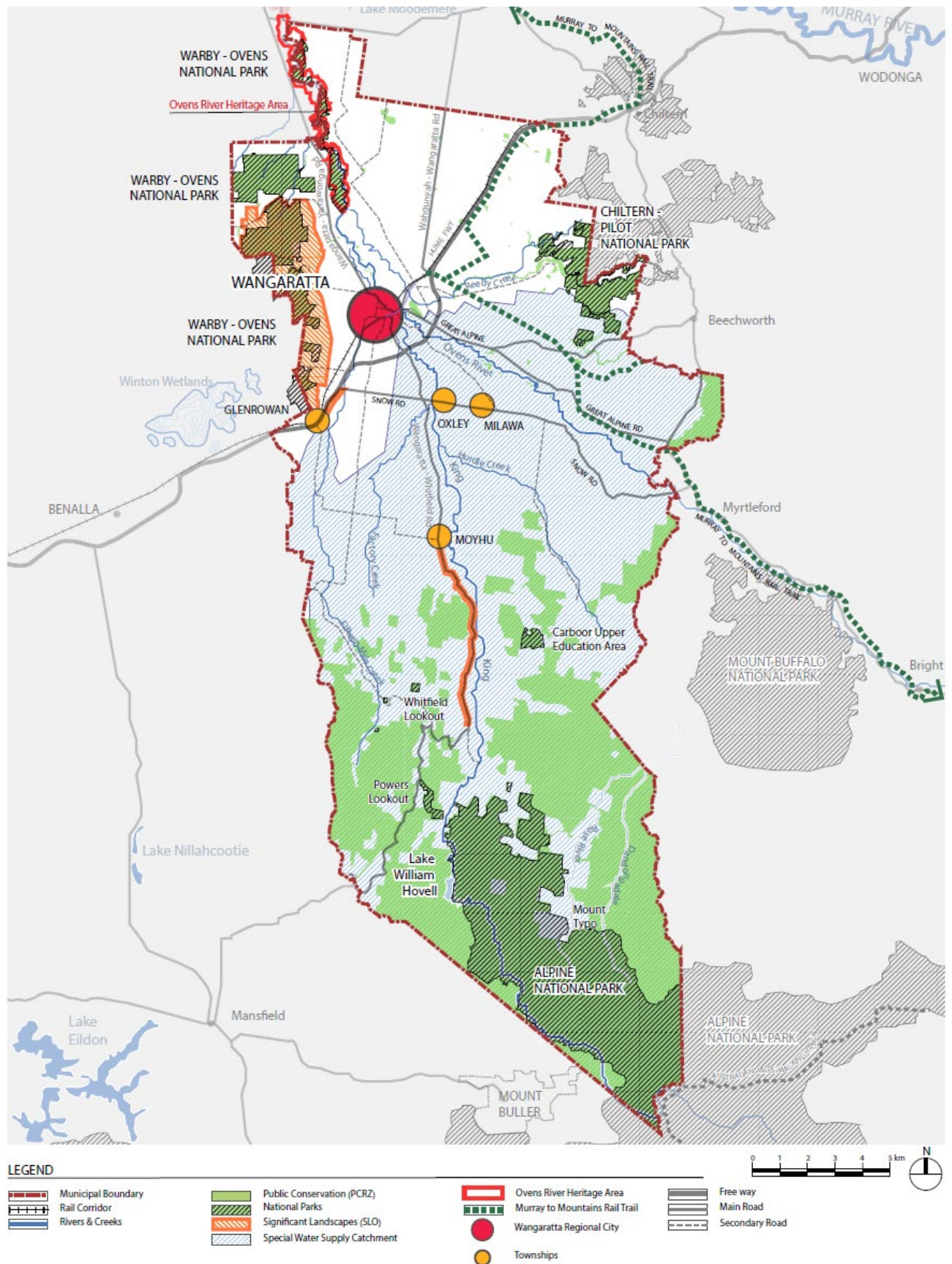
- "Sewered townships in the RCW include Wangaratta, Glenrowan, Milawa, Oxley and Moyhu. All other towns are unsewered; the densest unsewered townships include Springhurst, Whitfield, Eldorado, Tarrawingee, Hamilton Park, Waldara (part) and Whorouly." (p.4)
- "The municipality is almost exclusively covered by land parcels greater than 2 ha. While it is always necessary to be careful with domestic wastewater, blocks larger than 2 ha generally provide sufficient space for sustainable onsite management of domestic wastewater and are not likely to present management problems like those seen in closer developed areas." (p.9)
- A risk assessment found that "the recent construction of sewerage schemes in Wangaratta East, Glenrowan, Milawa, Oxley and Moyhu, has reduced the risk posed by clusters of onsite systems. However, Springhurst and Whitfield, and to a lesser extent Eldorado and Tarrawingee, could benefit from sewerage if it was found to be feasible and affordable." (p.9)
- "...a minimum lot size of 4,000 m² is generally sufficient to sustainably manage wastewater flows." (p.19)
- "Within the Rural City of Wangaratta there are existing vacant lots that will be difficult to develop with onsite wastewater management due to their small scale [less than 4,000sqm]..." "development may be considered appropriate... where sewerage is provided" (p.19)

Consultation with Goulburn Murray Water was undertaken as part of the preparation of this Strategy to greater understand the extent to which the catchment might limit development at a municipal level. Goulburn Murray Water have advised that provided the Domestic Wastewater Management Plan is followed and buildings and on site wastewater management are appropriately located within a lot, there is likely to be minimal impact upon supply. In addition, Goulburn Murray Water also advised that lots that are not connected sewer are primarily impacted while the development of lots that are connected to sewer must ensure that buildings are located 30m from any waterways.

This constraint has been addressed by applying minimum lot sizes as per the planning scheme and Domestic Wastewater Management Plan (minimum 1ha where reticulated sewer is not available).

It is noted that the ultimate development potential and yield of some lots where reticulated sewer is not available may be impacted by the water supply catchment controls, however the extent of this constraint is not known. This uncertainty is a contributing factor which warrants the adoption of a long timeframe for this type of strategy and supports an approach which seeks to provide a variety of potential locations and options where larger lots not connected to sewer could be constructed to ensure that planning issues do not present major constraints to the availability of these lots to the market.

F5. DECLARED SPECIAL WATER SUPPLY CATCHMENTS



Source: Rural City of Wangaratta, 2020.

3.5.6. SUBDIVISION CAPACITY OF LAND SUPPLY

Taking into account the above constraints and adjustments, the capacity of vacant lots of sufficient size to be subdivided is shown in Table T8.

There is an estimated capacity of 322 additional lots to be created through the subdivision of vacant rural residential lots in the municipality, including 262 lots in the LDRZ and 60 lots in the RLZ. The greatest concentration of lot capacity is in the Wangaratta 1c precinct (123 lots).

T8. SUBDIVISION CAPACITY OF VACANT LOTS

Precinct	RLZ1	RLZ2	TOTAL RLZ	LDRZ1	LDRZ2	LDRZ3	TOTAL LDRZ	TOTAL
Wangaratta (W- 1a)	0	0	0	0	46	0	46	46
Wangaratta (W- 1b)	0	29	29	0	0	0	0	29
Wangaratta (W- 1c)	0	0	0	123	0	0	123	123
Wangaratta (W- 1d)	0	26	26	0	0	0	0	26
Glenrowan	0	0	0	1	0	0	1	1
Peechelba	0	0	0	1	0	0	1	1
Springhurst	0	0	0	3	0	0	3	3
Eldorado	4	0	4	0	0	0	0	4
Milawa	0	0	0	0	11	0	11	11
Whorouly	0	0	0	0	0	0	0	0
Moyhu	0	0	0	11	0	0	11	11
Whitfield	0	0	0	4	0	0	4	4
Oxley	0	0	0	16	16	0	32	32
Tarrowingee	0	0	0	30	0	0	30	30
Cheshunt	1	0	1	0	0	0	0	1
Everton	0	0	0	0	0	0	0	0
TOTAL	5	55	60	189	73	0	262	322

Source: Base information: Council property Database 2019, analysed by Urban Enterprise 2019.

3.6. OCCUPIED LOT CAPACITY

In addition to the vacant lot capacity estimated in the previous section, some lots currently occupied by a dwelling could also be subdivided to create additional dwelling capacity. The extent to which this might occur is less certain, however, especially for smaller lots, given the reliance on existing residents to sell or subdivide what is often the location of a family home.

In order to take into account the subdivision potential of larger occupied lots but avoid overstating the capacity of land in smaller land holdings and occupied by a dwelling, only larger lots with capacity to accommodate at least 10 additional lots were included in the assessment of supply. This removes smaller lots that although technically permitted to be subdivided are unlikely to experience wide-spread development during the planning period of the strategy.

The results as shown in Table T9, with a total occupied lot capacity of 290 lots. The greatest concentrations of larger occupied lot capacity is located in Wangaratta 1c (159 lots) and Milawa (85 lots), all of which are in the LDRZ.

T9 LOT CAPACITY OF LARGER OCCUPIED LOTS

Precinct	RLZ1	RLZ2	TOTAL RLZ	LDRZ1	LDRZ2	LDRZ3	TOTAL LDRZ	TOTAL
Wangaratta (W- 1a)	0	0	0	0	20	0	20	20
Wangaratta (W- 1b)	0	0	0	0	0	0	0	0
Wangaratta (W- 1c)	0	0	0	159	0	0	159	159
Wangaratta (W- 1d)	0	0	0	0	0	0	0	0
Glenrowan	14	0	14	0	0	0	0	14
Peechelba	0	0	0	0	0	0	0	0
Springhurst	0	0	0	0	0	0	0	0
Eldorado	0	0	0	0	0	0	0	0
Milawa	0	0	0	33	52	0	85	85
Whorouly	0	0	0	0	0	0	0	0
Moyhu	0	0	0	12	0	0	12	12
Whitfield	0	0	0	0	0	0	0	0
Oxley	0	0	0	0	0	0	0	0
Tarrawingee	0	0	0	0	0	0	0	0
Cheshunt	0	0	0	0	0	0	0	0
Everton	0	0	0	0	0	0	0	0
TOTAL	14	0	14	204	72	0	276	290

Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

3.7. TOTAL LAND SUPPLY CAPACITY

The resulting effective lot capacity is estimated at a total of 701 lots as shown in Table T10, including vacant land and occupied lots with capacity for 10 or more net additional lots.

Observations about the supply are as follows:

- The majority of supply is within the LDRZ (88%);
- Two thirds of the supply is within Wangaratta (472 lots, 67%) with the remaining 229 lots (33%) in the other rural towns;
- Almost half of the effective supply (46%) is located within the Wangaratta 1c Precinct, however a large proportion of this supply (92 lots, 58%) is in land in the ownership of one private landholder which is not currently under development or planning.;
- Other precincts with significant supply include Milawa (97 lots, 14%) and Wangaratta 1a (88 lots, 13%);
- The majority of RLZ supply (85 lots) is contained to the RLZ2, with minimal supply in the RLZ1. Of the RLZ supply, there are only 5 vacant lots and 14 occupied lots with subdivision capacity in the RLZ1 in RCoW. In addition, the supply of RLZ1 is contained to two locations, Eldorado and Glenrowan.

Supply maps identifying the location and estimated yield of these lots are provided at **Appendix D**.

It is reiterated that while approximately 700 lots could be created through subdivision in the LDRZ and RLZ, it is considered unlikely that all of these lots will be delivered to the market given the reliance on multiple individual land owners to have the intention and capacity to develop their respective properties.

T10. TOTAL LAND SUPPLY CAPACITY

PRECINCT	RURAL LIVING ZONE				LOW DENSITY RESIDENTIAL ZONE				TOTAL
	SINGLE LOTS	VACANT CAPACITY	OCCUPIED CAPACITY	TOTAL	SINGLE LOTS	VACANT CAPACITY	OCCUPIED CAPACITY	TOTAL	
Wangaratta (W-1a)	0	0	0	0	22	46	20	88	88
Wangaratta (W-1b)	2	29	0	31	0	0	0	0	31
Wangaratta (W-1c)	0	0	0	0	40	123	159	322	322
Wangaratta (W-1d)	5	26	0	31	0	0	0	0	31
Glenrowan	3	0	14	17	2	1	0	3	20
Peechelba	0	0	0	0	1	1	0	2	2
Springhurst	0	0	0	0	1	3	0	4	4
Eldorado	0	4	0	4	0	0	0	0	4
Milawa	0	0	0	0	1	11	85	97	97
Whorouly	0	0	0	0	2	0	0	2	2
Moyhu	0	0	0	0	0	11	12	23	23
Whitfield	0	0	0	0	0	4	0	4	4
Oxley	0	0	0	0	6	32	0	38	38
Tarrowingee	0	0	0	0	3	30	0	33	33
Cheshunt	1	1	0	2	0	0	0	0	2
Everton	0	0	0	0	0	0	0	0	0
TOTAL	11	60	14	85	78	262	276	616	701

Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

3.8. KEY FINDINGS

- There are 1,128 lots within the LDRZ and RLZ in the municipality with a total area of approximately 3,200ha. The majority of lots are within the LDRZ (756 lots).
- Minimum lot size controls apply to land in the LDRZ and RLZ. The minimum lot size in the LDRZ ranges from 0.2 ha to 1ha depending on location and connection to reticulated sewerage, and minimum lot sizes in the RLZ range from 2ha to 8ha. Specific lot size controls apply to areas within Waldara (W-1a), Oxley and Milawa.
- There is a total of 89 vacant house lots within the study zones with no further subdivision potential, 83% of which are less than 0.5ha in area. There is a clear supply gap in vacant lots greater than 0.5ha.
- Although many properties are of a sufficient scale to be subdivided, there are a range of potential constraints to developing certain properties, including flooding, buffers to industrial uses and potential constraints associated with the Declared Special Water Supply Catchment. Importantly, a further limitation to the capacity of existing zoned land to create new residential lots is the fragmented nature of landownership across much of the LDRZ and RLZ, meaning that delivery of new lots to the market from smaller occupied lots is likely to be slow, irregular and uncertain.
- When all known constraints are considered, the total effective capacity of existing land in the study zones is estimated at approximately 700 lots, including 616 lots in the LDRZ and 85 lots in the RLZ. Two thirds of this supply is located in precincts bordering the urban area of Wangaratta.
- In the RLZ1 (with a minimum subdivision area of 2ha), there is a capacity for a total of only 19 lots across the municipality, a very limited supply.

4. DEMAND ASSESSMENT

4.1. INTRODUCTION

This section of the report provides an analysis of the demand for housing in the LDRZ and RLZ in the municipality, taking into account recent and projected population growth, development activity, price indicators and consultation with real estate agents.

4.2. POPULATION

The main driver of the need for housing and residential land is the scale and profile of the residential population base of an area and the rate at which that population is projected to grow.

The following provide an overview of the historic and projected population growth in the municipality and its key towns and regions. Maps of data areas are provided in **Appendix F**.

4.2.1. RECENT AND CURRENT POPULATION

The municipality had an Estimated Resident Population (ERP) of 29,087 people in June 2018. The ERP increased at an average rate of 1.0% per annum between 2011 and 2018, resulting in an additional 268 residents per annum.

Approximately two-thirds of residents live within the Wangaratta SA2 (the urban area of Wangaratta) with 34% of residents living in rural areas of the municipality. Wangaratta's population is growing at a rate of 1.0% per annum and the population in rural areas is growing at an average rate of 0.8% per annum.

T11. HISTORICAL POPULATION – WANGARATTA AND WANGARATTA REGION – 2011- 2018

Area	2011	2016	2018	Change 2011-18	AAGR	AAGR%
Wangaratta SA2	17,980	18,940	19,318	1,338	191	1.0%
Wangaratta Region SA2	9,232	9,652	9,769	537	77	0.8%
Wangaratta RC Total	27,212	28,592	29,087	1,875	268	1.0%

Source: Estimated Residential Population, Australian Bureau of Statistics, 2019.

Although ERP is not published for individual townships, the Census counts of Usual Resident Population (URP) provides a useful guide for local population levels and changes during inter-Census periods.

In 2016, the population of the Wangaratta township was approximately 18,567 as shown in Table T12. This increased by 239 residents (1.33%) per annum over the 5 years between 2011 and 2016. Towns outside of Wangaratta with the greatest population in 2016 were Oxley (429 people) and Glenrowan North (327 people).

Townships which experienced the greatest population growth between 2011 and 2016 were Milawa (average annual growth rate of 4.8%) and Oxley (average annual growth rate of 4.0%).

T12. WANGARATTA TOWNSHIP POPULATION – 2011- 2016

TOWN (UR)	2011	2016	2011- 2016	AAG	AAG %
UCL					
Eldorado (L)	230	263	33	6.6	2.72%
Glenrowan - North (L)	337	327	-10	(2.0)	-0.60%
Glenrowan (L)	297	305	8	1.6	0.53%
Milawa (L)	207	262	55	11.0	4.83%
Oxley (L)	352	429	77	15.4	4.04%

TOWN (UR)	2011	2016	2011- 2016	AAG	AAG %
Wangaratta (UCL)	17,376	18,567	1,191	238.2	1.33%
Suburb					
Moyhu	430	444	14	2.8	0.64%
Springhurst	318	351	33	6.6	1.99%

Source: Census of Population and Housing, Australian Bureau of Statistics, 2016. *Note no 2011 data is available for Moyhu (UCL).

Population data prepared by Profile Id for Council shows estimated populations of smaller areas in the municipality in 2011 and 2016 (Table T13).

This data shows that approximately 50% of population growth over the period 2011 – 2016 occurred in the Wangaratta West – Waldara area, much of which is likely to have taken place within the Waldara Low Density Residential area.

The Oxley–Milawa and Ovens Valley region (includes Everton) had the second highest population growth over this period (+48 residents per annum).

T13. POPULATION GROWTH BY SMALL AREA, 2011 TO 2016

Area	2011	2016	Growth 2011-16	2011-16 %	AAGR	AAGR%
LGA						
Rural City of Wangaratta	26,816	28,310	1,494	6%	299	1.1%
Regions						
Glenrowan and District	2,736	2,823	88	3%	18	0.6%
Moyhu and King Valley	1,841	1,861	20	1%	4	0.2%
Oxley - Milawa and Ovens Valley	2,966	3,205	239	8%	48	1.6%
Springhurst - Eldorado and District	1,615	1,719	104	6%	21	1.3%
Wangaratta	17,693	18,667	975	6%	195	1.1%
- Wangaratta (Central - East)	3,642	3,696	55	2%	11	0.3%
- Wangaratta (South)	5,738	5,895	158	3%	32	0.5%
- Wangaratta (West) - Waldara	8,314	9,076	762	9%	152	1.8%

Source: Rural City of Wangaratta Profile Id, 2019.

4.2.2. CURRENT PROPORTION OF DWELLINGS IN THE LDRZ AND RLZ

There are approximately 640 occupied LDRZ and 350 occupied RLZ lots in RCoW as identified in Table T14. These lots account for approximately 8% of lots in the municipality, indicating that LDRZ and RLZ dwellings make up a relatively small yet important part of the municipal housing market.

T14. NUMBER OF OCCUPIED LOTS

Zone	LDRZ	RLZ	Municipal total all zones (2018)
Estimated dwellings	643	347	13,008
Proportion of municipal total	5%	3%	100%

Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

4.2.3. PROJECTED POPULATION AND DWELLINGS

The municipality is projected to experience population growth at an average rate of 0.56% per annum between 2018 and 2036 according to official State Government of Victoria population projections (VIF2019). This rate of growth would result in an additional 171 residents per annum over the period, 88% of which (152 residents per annum) is projected to occur within the urban area of Wangaratta (Table T15).

The projected dwelling requirement to accommodate this growth is an additional 114 dwellings per annum, 101 of which are required in the Wangaratta urban area (including land zoned LDRZ) and the remaining 13 per annum in the balance of the municipality.

These projections are an important guide to the aggregate population growth that may be experienced across the State and regions, however it is important to note that the projections have often been exceeded in recent years and that other indicators of demand for housing should also be taken into account, especially in circumstances where a lack of available land supply may have restricted new dwelling opportunities in low density and rural living areas.

T15. POPULATION AND DWELLING PROJECTIONS, 2018 - 2036

Area	2018	2021	2026	2031	2036	2018- 2036	AAG	AAG%
Population								
Wangaratta – township	19,318	19,827	20,590	21,331	22,053	2,735	152	0.74%
Wangaratta – rural	9,769	9,838	9,929	10,021	10,111	342	19	0.19%
Wangaratta Rural City total	29,087	29,665	30,519	31,352	32,165	3,078	171	0.56%
Dwellings	2016	2021	2026	2031	2036	2016- 2036	AAG	AAG%
Wangaratta – township	8,768	9,307	9,813	10,318	10,788	2,020	101	1.04%
Wangaratta - rural	4,239	4,285	4,347	4,435	4,495	256	13	0.29%
Wangaratta Rural City total	13,008	13,592	14,160	14,753	15,283	2,276	114	0.81%

Source: Victoria in Future, 2019.

4.3. DEVELOPMENT TRENDS

4.3.1. NEW DWELLINGS

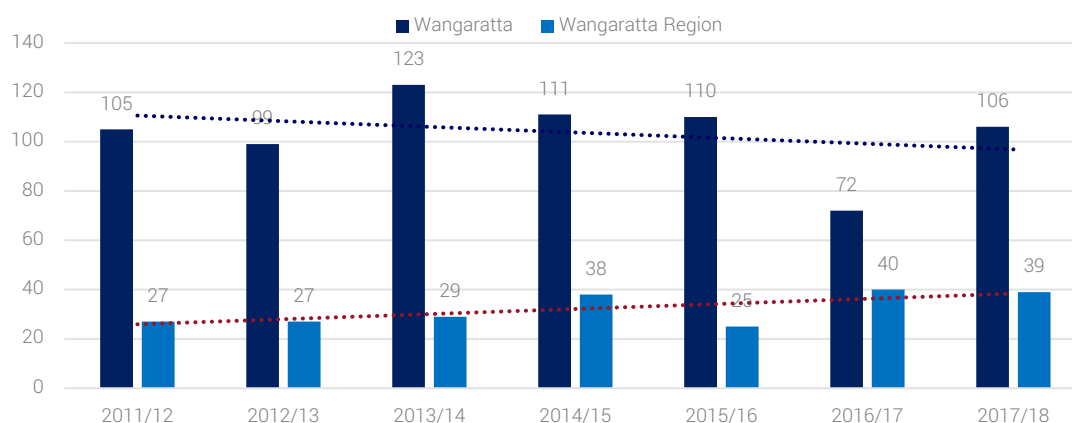
The ABS publish data on dwelling approvals (i.e. dwellings approved for construction). Between July 2012 and June 2018, 951 new dwellings received building approval in the municipality at an average of 136 new dwellings per annum (Table T16). Although the majority of these approvals occurred in the urban area of Wangaratta, the proportion of approvals which took place in the rural area of the municipality increased over the period as shown in Figure F6.

T16. DWELLING APPROVALS – WANGARATTA AND WANGARATTA REGION – 2011/12- 2017/18 ABS

Year	Wangaratta	Wangaratta Region	TOTAL
2011/12	105	27	132
2012/13	99	27	126
2013/14	123	29	152
2014/15	111	38	149
2015/16	110	25	135
2016/17	72	40	112
2017/18	106	39	145
Total	726	225	951
Average per annum	104	32	136

Source: Building Approvals, Australian Bureau of Statistics, 2011 to 2018.

F6. DWELLING APPROVALS – WANGARATTA AND WANGARATTA REGION – 2011/12- 2017/18



Source: Building Approvals, Australian Bureau of Statistics, 2011 to 2018.

In order to consider the location of where new dwellings are being constructed, Council's permit records for dwelling completions were analysed. Completions lag behind approvals by the time usually required to construct a dwelling and also removes consideration of dwellings that were approved but not constructed.

Between January 2008 and February 2019, Council's records show that 97 dwellings were issued permits for completion of a new dwelling in the LDRZ and RLZ (Table T17), an average of 9 new dwellings per annum. The majority of these new dwellings were built in the LDRZ, with the zone accounting for approximately 89% (86) of dwelling development. A total of 8 new dwellings were completed in the RLZ.

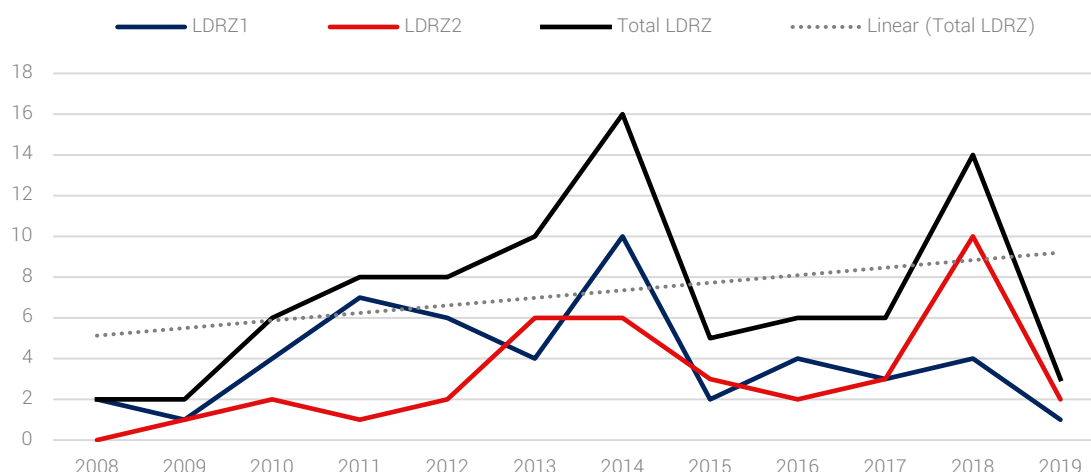
Figure F7 shows the trend of completions per year, showing that the number of completed dwellings has increased considerably over the period, driven by an increase in completions in the LDRZ particularly in the years of 2014 (16) and 2018 (15). The average completions per year was 10.5 per annum over the last 6 years (2013 – 2018).

T17. DWELLING COMPLETIONS BY PRECINCT – 2008-2019

Precinct		LDRZ1	LDRZ2	Total LDRZ	RLZ1	RLZ2	Total RLZ	TOTAL DWELLINGS
Eldorado	E-A	0	0	0	2	0	2	2
Glenrowan	G-A	4	0	4	0	0	0	4
Milawa	M-A	2	5	7	0	0	0	7
Oxley	O-A	15	14	29	0	0	0	29
Springhurst	S-A	2	0	2	0	0	0	2
Wangaratta	W-1a	3	19	22	5	0	5	27
	W-1b	0	0	0	1	1	2	2
	W-1c	22	0	22	0	0	0	22
	W-1d	0	0	0	0	2	2	2
Total		48	38	86	8	3	11	97
% of total		49%	39%	89%	8%	3%	11%	100%
Average per annum		4	3	8	1	0	1	9

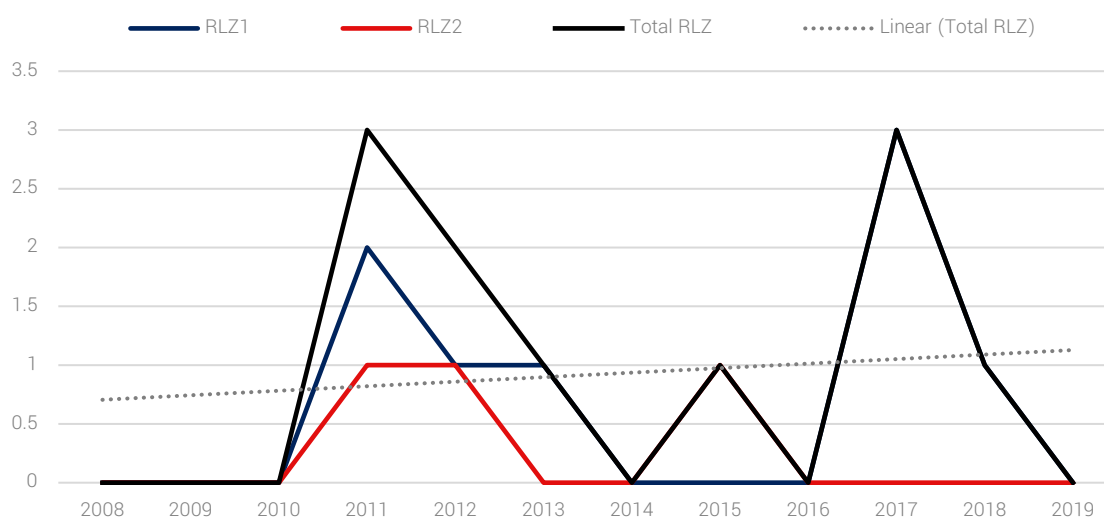
Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

F7. DWELLING COMPLETIONS IN LDRZ BY YEAR, 2008 TO 2019



Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

F8. DWELLING COMPLETIONS IN RLZ BY YEAR, 2008 TO 2019



Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

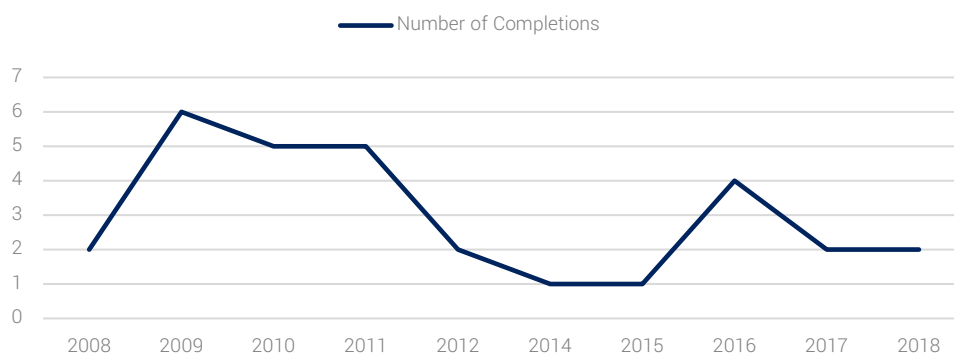
FARMING ZONE

In rural areas, the Farming Zone (FZ) is sometimes considered by residents to be an alternative location for 'rural living', especially when there is a lack of suitable properties available in residential zones such as the LDRZ and RLZ. Although there are less opportunities to create smaller dwelling lots in the FZ due to planning restrictions, dwelling activity in the zone can nonetheless be a consideration for rural living strategies.

Council data shows that 30 new dwellings were completed over the 10 year period between 2008 and 2018 in the Farming Zone, equivalent to approximately 30% of the dwelling construction activity in the RLZ and LDRZ combined and more than the number that were completed in the RLZ over the same period. This is a relatively significant volume of dwelling approvals compared with the zones that are designed to accommodate residential development.

Of the 30 new dwellings completed, all were located on lots less than 40ha in area, indicating that there may be a lack of RLZ lots available in desired locations leading to development of dwellings on smaller FZ lots.

F9. DWELLING COMPLETIONS IN THE FARMING ZONE



Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

4.4. SUBDIVISION

Council's planning permit records show that 316 new lots were approved for creation through the subdivision of land in the RLZ and LDRZ between 2008 and February 2019 at an average of 28 new lots per annum.

This includes 294 lots (93%) in the LDRZ and 22 lots (7%) in the RLZ. The greatest number of lots approved were in north west Wangaratta (W-1a, Waldara) with a total of 158 lots approved for creation.

Figure F9 shows that the average annual number of lots approved for creation through subdivision increased gradually between 2012 and 2017 before a significant increase in 2018. The 3 year moving average was consistently between 10 and 25 lots per annum before increasing to 50 lots per annum in 2018.

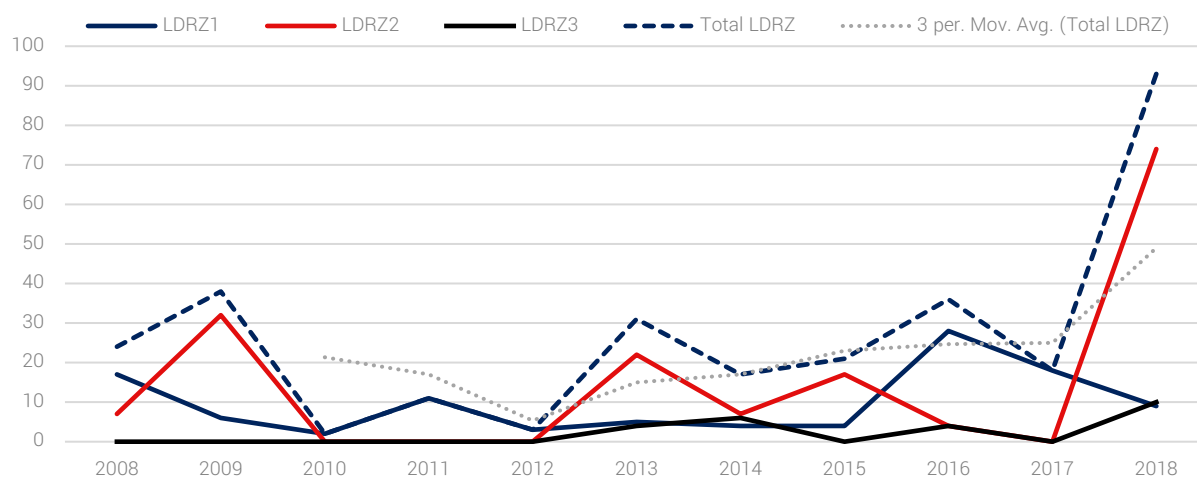
The majority of approved lots in 2018 occurred in the Waldara area (W-1a, 74 new lots – this followed the gazettal of Amendment C61 which made changes to the minimum lot size in the Waldara precinct in August 2017). This is expected to flow through to a significant increase in the rate of dwelling approvals in the LDRZ which would increase the averages shown in Table T17.

T18. NUMBER OF SUBDIVISIONS AND LOTS APPROVED FOR CREATION BY SUB PRECINCT (2008 - 2019)

PRECINCT	LDRZ		RLZ		Total	
	Number of Subdivisions	Number of lots approved	Number of Subdivisions	Number of lots approved	Number of Subdivisions	Number of lots approved
Glenrowan	2	4	0	0	2	4
Oxley	11	39	0	0	11	39
Milawa	6	16	0	0	6	16
Peechelba	1	2	0	0	1	2
Springhurst	2	4	0	0	2	4
Tarrowingee	3	13	0	0	3	13
Wangaratta	W-1a	24	0	0	24	158
	W-1b	0	0	1	1	7
	W-1c	6	0	0	6	58
	W-1d	0	0	6	6	15
Total	55	294	7	22	62	316
Average p.a.	5	26	1	2	6	28

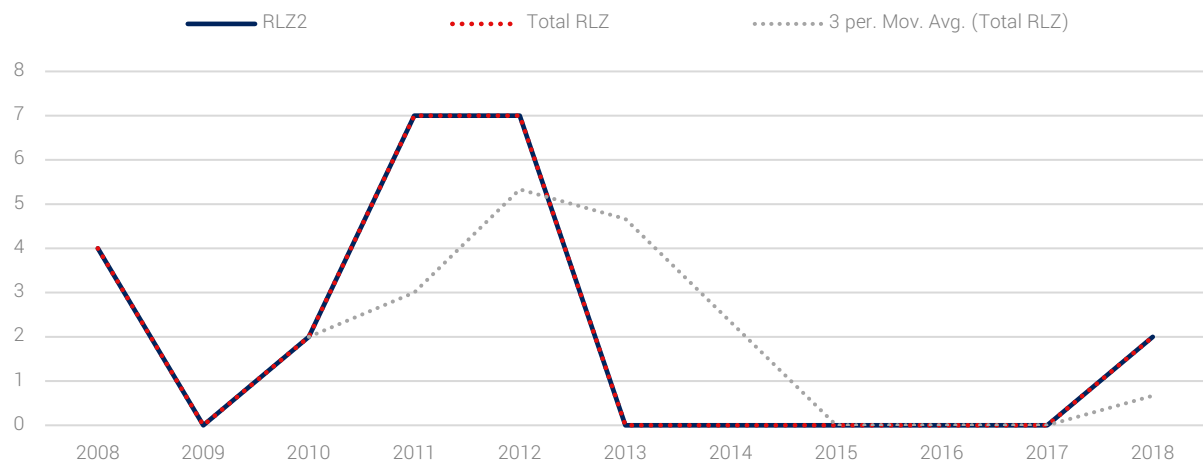
Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

F10. NUMBER OF LOTS APPROVED FOR CREATION THROUGH SUBDIVISION IN THE LDRZ, 2008 – 2019



Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

F11. NUMBER OF LOTS APPROVED FOR SUBDIVISION IN THE RLZ, 2008 TO 2019



Source: Produced using information from the RCoW Database 2019, analysed by Urban Enterprise 2019.

4.5. PROPERTY MARKET CONDITIONS

DWELLING AND LAND PRICES

Dwelling land prices and trends are an indication of demand for different residential property types and locations.

The median house price in the municipality in 2018 was \$289,500, lower than the regional Victoria median of \$345,000. The median house price increased at an average rate of 3% per annum between 2008 and 2018, slightly lower than the average across regional Victoria over the same period of 4% per annum.

The median vacant house block price increased at an average rate of 5% per annum, indicating demand for land suitable for new dwellings in the municipality.

T19. WANGARATTA MUNICIPAL MEDIAN RESIDENTIAL PRICES, 2008 TO 2018

Property type	2008	2018*	AAGR%
House	\$215,000	\$289,500	3%
Unit/Apartment	\$174,950	\$175,000	0%
Vacant House Block	\$86,000	\$146,000	5%

Source: A Guide to Property Values, Valuer General, Department of Environment, Land, Water and Planning, 2018. * 2018 values are based on small number of sales and are preliminary only.

Property value data for rural residential properties is less readily available at the local level, however some aggregate information is available for municipalities under the definitions of 'vacant residential B' (lots between 2,000 and 4,000sqm) and 'residential rural lifestyle' (lots between 4,000 and 10,000sqm).

Table T20 shows the volume and value of properties within these definitions sold by year in the municipality between 2014 and 2017. The volume of lots sold has remained relatively consistent over the period between 22 and 49 vacant lots sold per annum, however median prices have increased considerably for both lot sizes at between 9% and 11% per annum indicating strong demand for vacant lots in the LDRZ and at the smaller end of the RLZ market.

T20. RURAL RESIDENTIAL SALE PRICES, RURAL CITY OF WANGARATTA

Property type	Item	2014	2015	2016	2017	AAGR
Vacant Residential B (2,000-4,000sqm)	No. Sales	10	7	7	9	
	Median price	\$115,000	\$179,000	\$195,000	\$179,000	11.7%
Vacant rural residential lifestyle (4,000 – 10,000sqm)	No. Sales	39	15	34	30	
	Median price	\$130,000	\$153,000	\$167,000	\$185,000	9.2%

Source: A Guide to Property Values, 2013-2018.

REAL ESTATE AGENTS

Consultation was undertaken with six real estate agents in the municipality regarding the scale and nature of demand for housing and residential lots in the LDRZ and RLZ. The findings are summarised as follows:

- There is strong demand for low density and rural residential properties in the municipality, with locations in commuting distance to and with access to the amenities provided by Wangaratta the most in demand (especially Milawa, Tarrawingee and Oxley).
- Within Wangaratta, new lots in Waldara have sold well.
- In general, property prices are increasing in the study zones indicating steady demand, however the price advantage in smaller towns compared to Wangaratta was noted as attractive to many buyers.
- The buyer profile is mixed, with the largest markets including families, tradesmen and retirees. Very few purchasers in the LDRZ and RLZ are first home buyers.
- The average holding of land within the LDRZ and RLZ is estimated at approximately seven years.

- Agents had different views on the lot sizes that are most in demand. Some agents indicated smaller lots between 0.2ha up to 1ha in size (generally LDRZ lots) were most popular, while others suggested RLZ lots were in demand (2 hectares to 8 hectares).
- Most agents noted that there is currently a lack of vacant lots to meet demand across the LDRZ and RLZ with very few lots currently on the market.
- Constraints to bringing new lots to the market identified include a lack of infrastructure and the length of the planning process.
- A number of agents consider there to be a degree of unmet demand for this type of residential product. If land was to be rezoned, agents estimated that up to 20 lots could be sold quickly provided they were priced correctly. Particular mention was made of the lack of availability of larger RLZ lots over recent years.
- Locations where rezoned land is likely to sell quickest include in and around Wangaratta in locations such as Oxley, Glenrowan and Milawa.
- Some agents indicated that any proposed rezoning should be staged to ensure there is not an oversupply of land.

CONSULTATION FINDINGS

Two public consultations sessions were held in Wangaratta and Milawa in May 2019 with 49 attendees. Attendees can be broadly categorised as follows:

- 25 responses wishing to subdivide land;
- 8 responses concerned about the impact on other land uses; and
- 4 responses commenting as current residents in the LDRZ or RLZ.

The most common responses were to request rezoning of particular land from the Farming Zone to either the RLZ or LDRZ. In three cases, responses requested rezoning from RLZ Schedule 2 to RLZ Schedule 1, effectively seeking a reduction in minimum lot size.

There were a number of examples of groups of landowners within close proximity seeking rezoning of their collective land holdings, such as to the west of Wangaratta 1d, to the west of Oxley and to the south of Wangaratta 1C. There was one example of a submission seeking to rezone land away from the LDRZ (to the General Residential Zone).

A number of submissions raised concerns about the impact of any further development of land for LDRZ or RLZ uses. Issues raised included:

- Negative impact on existing farm operations due to increased numbers of residents impacted by farming;
- Residential development detracting from the existing rural character of the district;
- The need to retain existing zoning and schedules within current zoned land;
- Concerns that overdevelopment of Milawa could negatively impact existing infrastructure (e.g. water supply);
- Comments that land in Oxley was on a floodplain, had high ecological value, and should not be rezoned;
- Concerns that the amenity of the land between Milawa and Oxley was being negatively affected by increased development and associated impacts, particularly increased traffic and dust from unsealed roads.

The full consultation report is provided in **Appendix J**.

4.6. ANALYSIS OF FUTURE LAND DEMAND RATES

This Strategy seeks to plan for rural residential needs over a 30 year period, nominally from 2020 to 2050. There are a number of methods that can be adopted to project land requirements over this period. Three methods have been considered, including:

1. Method 1: Applying Victoria in Future dwelling projections and apportioning these to urban and rural areas;
2. Method 2: Applying VIF population projections for non-urban areas and calculating study zones dwelling need;
3. Method 3: Extrapolating historical dwelling completion and subdivision rates.

Other circumstances have also been considered, including the extent to which land supply may have constrained growth in the past, and the demand from various sub-markets (or market segments) that should be planned for in the strategy.

VIF METHOD 1

The VIF Method 1 adopts the Victoria in Future 2019 projected number of dwellings estimated to be required in the municipality between 2016 and 2036 to support population growth and uses the historical proportion of dwellings approved in the LDRZ (8%) and RLZ (0.7%) to calculate the number of dwellings required in the LDRZ and RLZ per year.

This method results in a projected need for an average of 9 new dwellings per annum in the LDRZ and 1 new dwelling per annum in the RLZ. Over the 30 year planning period, this would equate to a need for 310 lots in the LDRZ and 20 lots in the RLZ.

T21. ESTIMATED DWELLING REQUIREMENTS – VIF METHOD 1

Area	All RCoW	
Total dwellings required 2016 - 2036	2,276	
Period (years)	20	
Average dwellings required per annum	114	
Zone	LDRZ	RLZ
% of all dwelling approvals in zone	8.1%	0.7%
Annual dwelling requirement in zone	9	1
30 year dwelling requirement in zone	270	30
30 year dwelling requirement – total study zones	310	

Source: Urban Enterprise 2019 (Produced using information from the RCoW Database 2019).

It is noted that under this method:

- The total dwelling demand rate for the municipality of 113 dwellings per annum would be less than the recent average of dwelling approvals at approximately 140 per annum; and
- Any latent or unmet demand or any changes in housing preferences that may occur in the future compared with the recent past are not taken into account.

VIF METHOD 2

A second method based on Victoria in Future projections has also been considered. This method considers the projected number of dwellings required in the two separate areas of the municipality, being the Wangaratta Town and the rural balance of the Council area. **Appendix F** shows the boundaries of these areas.

The Wangaratta township is projected to require 101 dwellings per annum over the projection period, and the rural balance is projected to require 13 new dwellings per annum.

Table T22 shows an indicative distribution of these dwellings to the study zones and other zones based on the locations of historical development and the availability of land in different zones throughout the rural areas of the municipality. This enables an alternative estimation of the need for dwellings in the study zones based on VIF projections and taking into consideration the availability of land in the rural areas. This method would result in a

greater proportion of projected dwelling construction taking place in the study zones compared with the long term average.

T22. ESTIMATED DWELLING REQUIREMENTS – VIF METHOD 2

Area	New dwellings required per annum	% dwellings within Study Zones (LDRZ / RLZ)	Annual LDRZ / RLZ dwelling requirement	30 year dwelling requirement
Wangaratta - township	101	14%	14 ²	420
Wangaratta - rural	13	50% ¹	7	210
Total	114	18%	21	630

Source: Urban Enterprise, 2019. 1. Opportunities for new development in the rural areas include Farming Zone, Township Zone, RLZ and LDRZ. Based on a high level review of the relative scale of land supply available across these zones, it is estimated that at least half of the dwellings would need to be accommodated in the RLZ and LDRZ. 2. Approvals in the LDRZ and RLZ in Wangaratta have typically been 2-3 times the approvals in rural areas. A rate double the rural demand rate has been adopted for this estimate.

DWELLING APPROVALS AND SUBDIVISION METHOD

Historical rates of development can provide an indication of the potential scale of future dwelling demand in the study zones. When applying this type of method, it is important to take a medium term approach to given the peaks and troughs of the property market and the typically inconsistent rate of rural residential subdivision activity.

Table T23 shows the results of a simple extrapolation of recent subdivision approval rates over the planning period.

T23. SUBDIVISION METHOD RESULTS

Zone	DEMAND MEASURE	TIME PERIOD	ANNUAL DWELLING REQUIREMENT	30 YEAR DWELLING REQUIREMENT
LDRZ	New lots approved for creation through subdivision	2012 to 2018	26	780
RLZ	New lots approved for creation through subdivision	2012 to 2018	2	60
Total				840

Source: Urban Enterprise 2019. (Produced using information from the RCoW Database 2019).

Higher Growth Scenario

It is noted that using historical growth rates to estimate future demand can sometimes result in underestimation given that rates of development can be influenced by periods of limited supply and/or periods during which the land that is available is not well suited to the needs of the market.

The analysis in this report indicates that a lack of appropriate supply in recent years is likely to have artificially limited the rate of dwelling construction in the study zones in Wangaratta. Therefore, in the short term, it is considered likely that these development rates may be exceeded.

An important function of long term strategic planning is to ensure that sufficient land is available to meet community needs. Given that needs can change and there is evidence of land supply being a constraint to development in the recent past (especially for urban fringe LDRZ lots in Wangaratta), it is recommended that a higher growth scenario also be considered as part of the strategy to ensure that land supply is not a constraint to development and that overall land supply and growth objectives set out in state and local policy can be facilitated.

This higher growth scenario could take the form of a percentage increase over and above the recent historical rate of development. The use of a higher growth scenario is considered appropriate given that the recent rate of dwelling approvals is at least 20% higher than the annual dwelling requirement projected by VIF.

SUMMARY OF AGGREGATE DEMAND SCENARIOS

Table T24 summarises the overall demand scenarios for the strategy that were described above.

T24. DEMAND SCENARIOS

Forecast Scenario	Basis	New dwellings per annum		30 year dwelling requirement	
		LDRZ	RLZ	LDRZ	RLZ
A (Low)	VIF projections and status quo distribution across zones	10	2	300	60
B (Moderate)	VIF projections distributed across available zones	21		630	
C (Medium)	Medium term subdivision rate	26	3	780	90
D (High)	Short term subdivision trend and likelihood of latent demand for LDRZ. Rate based on medium term trend + 30%.	34	4	1,020	120

Source: Urban Enterprise, 2019.

It is recommended that Council plans to accommodate at least the medium growth scenario (Scenario C) and considers the implications of the higher growth scenario (Scenario D) in case the rate of development increases above current medium term averages. The use of the lower scenarios is not recommended for planning purposes given:

- Victoria in Future projections are for lower growth than in recent years, whereas development in the study zones has increased;
- There are a number of indicators of latent demand for new lots in the study zones, including strong price growth and the experience of real estate agents;
- The time required to bring any new growth areas to the market can be significant, during which time latent demand is likely to continue to build. This includes time periods for planning scheme amendments, development approval, delivery of infrastructure and construction of new dwellings;
- Strategic planning should seek to accommodate at least a medium growth scenario so that the market is not undersupplied. Any potential oversupply can be managed through staged land release by the market and staged approaches to rezoning by Council.

4.7. ADEQUACY OF SUPPLY BY ZONE

4.7.1. LDRZ

The extent to which the existing supply can accommodate this demand is assessed by comparing the effective lot supply estimated in the previous section with the demand scenarios. This is shown in Table T25.

T25. NUMBER OF YEARS SUPPLY - LDRZ

Area	Effective lot supply LDRZ	Dwellings required per annum LDRZ	Years Supply
Municipality (LDRZ)	616	26 - 34	18-24

Source: Urban Enterprise, 2019.

The analysis indicates that the land supply in the LDRZ is likely to reduce below the 15 year minimum in the short to medium term, indicating that Council should identify suitable additional locations for additional land in this zone as part of this strategy. This is important given the relatively long lead times in bringing new land to the market, and the fact that Councils can generally only resource a project of this scale every ten years or so.

It is noted that the actual level of supply may be considerably less than 18-24 years if new development fronts are not commenced in the short term given the fast rate of subdivision in the Waldara area and the relative lack of major subdivision activity in other broadhectare LDRZ lots (such as in Wangaratta 1c).

4.7.2. RLZ

Table T26 shows the adequacy of supply for land in the RLZ.

T26. NUMBER OF YEARS SUPPLY OF LOTS – RLZ

Area	Effective lot supply RLZ	Dwellings required per annum RLZ	Years Supply
Municipality (RLZ)	85	3-4	21-28

Source: Urban Enterprise.

Given the lack of subdivision activity in the RLZ in recent years and the limited supply of land in the RLZ1 that is capable of providing smaller RLZ lots to the market, it is considered that this high level approach to estimating the adequacy of demand and supply for land in the RLZ should be complemented by a closer review of market conditions in the zone. These conditions are summarised as follows:

- Although there is nominally an effective land supply of 85 lots in the RLZ, this is only available to the market if it is actively being developed and is in locations and lot sizes that meet market needs.
- The majority of RLZ supply is located within the RLZ2 and are large lots, with approximately 87% of supply requiring development / subdivision to be brought to the market.
- Only seven subdivisions of land in the RLZ were approved by Council between 2008 and 2018, and only two of these created 5 or more lots, confirming the lack of new supply being made available to the market. Council advised that lots in these subdivisions sold very quickly. All seven subdivisions were located in the RLZ2.
- Given the lack of subdivision activity in recent years, there is very little new supply being created, leading to uncertainty regarding the delivery of new lots to the market.
- Anecdotal information provided by real estate agents indicated that there is a clear lack of appropriate supply of land in the RLZ which has limited opportunities for development of lots between 2ha and 8ha, and that there is unmet demand for these lot sizes.
- Strong price growth in larger lots across the municipality has been achieved in recent years.
- The rate of dwelling approvals in the Farming Zone indicates a level of demand for larger lots that cannot be met in the RLZ at present, result in ad-hoc dwelling development and population growth in unplanned locations.

Given these circumstances, the Strategy should plan to provide new areas of land in the RLZ Schedule 1 to enable new lots to be made available to the market in this zone and to ensure competition in the market. Indicatively, a demand rate of 5 dwellings per annum should be planned for in the short term, with close monitoring of the rate of development and sales to enable rezoning of further land if demand increases.

4.8. ADEQUACY OF SUPPLY BY MARKET SEGMENT

The analysis undertaken for this strategy has found that there are three key markets segments and product types in demand within the LDRZ and RLZ in the municipality as follows:

1. **Large lot urban fringe:** the primary demand segment is for residential lots located in the urban fringe of Wangaratta in the LDRZ, driven by a balance between proximity to urban services and the availability of larger lots than are available in standard urban growth areas.
2. **Commuter lifestyle township:** this 'secondary' market seeks larger lots located in towns within commuting distance of Wangaratta with access to local township services and a small town lifestyle. The main towns that offer this product are Milawa and Oxley, although other towns could also perform this role to different extents.
3. **Rural Living:** a tertiary market for large lots proximate to Wangaratta seeks lots of between 2ha and 8ha for a range of purposes including lifestyle, animal keeping and minor agriculture.

Throughout preparation of the strategy, a fourth market segment was also identified, being the market for housing in the **King Valley** which is proximate to the various agricultural, tourism and hospitality businesses operating in the area. This includes those seeking proximity to employment as well as those seeking proximity to the high amenity and lifestyle attributes of the region. The majority of land supply in LDRZ and RLZ is not proximate to King Valley towns and businesses.

The adequacy of supply available to each segment is summarised as follows:

- **Urban Fringe LDRZ:** There is a potential supply of 410 lots in LDRZ in the urban fringe of Wangaratta, however land in this market is being consumed quickly. Importantly, some of the broadhectare land is not under development, with landowners potentially awaiting rezoning to urban residential zones. The main source of development creating this supply type in Waldara is expected to have limited supply remaining in the short-medium term, and the overall supply for this market segment will need to be increased relatively early within the life of the Strategy. At 20-25 lots per annum (75% of LDRZ demand projections), existing land could accommodate up to 20 years supply, however the supply being actively developed is somewhat less.
- **Commuter lifestyle townships:** there is a supply of 171 lots in the LDRZ in the main commuter townships in demand of Milawa, Oxley and Glenrowan. Approximately 25% of historical development occurring in the LDRZ and RLZ has occurred in commuter lifestyle towns and agents indicate that these lots towns remain very attractive to the market. Recent availability of reticulated sewer is expected to result in continued interested in development in these towns. Additional land will be required to meet demand within the life of the Strategy to meet demand from this market. At approximately 10 lots per annum, there is approximately 17 years of supply for this segment, however the supply being actively developed is less than this.
- **Rural living:** as discussed previously, the supply of RLZ lots is highly constrained and this market is not being met. It is recommended that additional land should be rezoned to the RLZ1 in the short term to address this market gap, with provision to provide further land depending on the rate of development of this area.
- **King Valley:** this sub-region has an important tourism and economic role, however many towns do not have available land supply in the study zones. Although there is a total capacity for 29 LDRZ and RLZ lots in the King Valley townships of Moyhu, Whitfield and Cheshunt, all but one lot requires subdivision to create new housing opportunities and minimal development has occurred in the sub-region. There are few alternative zones for new housing in the area and anecdotal information indicates that there is insufficient housing available for this important market. The Strategy should therefore seek to address this market gap.

IMPLICATIONS FOR CANDIDATE AREAS

The implications of the findings of the demand and supply analysis for the Strategy, particularly in terms of identifying and assessing candidate areas for rezoning, are summarised in Table T27.

T27. DEMAND AND SUPPLY ANALYSIS IMPLICATIONS FOR STRATEGY

No.	Direction
1	Further land should be rezoned to the LDRZ at the urban fringe of Wangaratta to meet strong ongoing demand for large lots in proximity to the regional centre. It is important that the new supply promotes competition in the development market and provides sufficient land to accommodate demand over the planning period. Given the lead times associated with planning and development, at least a further 200 lots should be provided in this zone in the short term to ensure that a rolling supply of at least 15 years is maintained for this market. There should also be an indication of the preferred locations of long term development and close monitoring of progress and timing for the need for further supply.
2	The Strategy should seek to facilitate further land in the LDRZ in towns within commuting distance to Wangaratta. At least 100 lots should be provided in these locations given the long lead times associated with planning and development. Where possible, a variety of location options should be provided to the market to encourage choice and competition, and to mitigate the risk that any constraints to development restrict new supply in a particular location. Longer term locations should also be identified.
3	The Strategy should seek to facilitate a new location where RLZ lots of between 2ha and 4ha can be created. In the short term, at least 25 lots should be provided to meet at least 5 years supply and allow any latent demand to be met.
4	The Strategy should seek to facilitate opportunities for new LDRZ and / or RLZ lots in the King Valley.

Source: Urban Enterprise.

4.9. KEY FINDINGS

- The municipality had an Estimated Resident Population (ERP) of 29,087 people in June 2018. The ERP increased at an average rate of 1.0% per annum between 2011 and 2018, resulting in an additional 268 residents per annum.
- Approximately two-thirds of residents live within the Wangaratta SA2 (the urban area of Wangaratta) with 34% of residents living in rural areas of the municipality.
- Approximately 50% of population growth over the period 2011 – 2016 occurred in the Wangaratta West – Waldara area, some of which was within the Waldara Low Density Residential area. The Oxley – Milawa and Ovens Valley region had the second highest population growth over this period (+48 residents per annum).
- The municipality is projected to experience population growth at an average rate of 0.56% per annum between 2018 and 2036 according to official State Government projections, resulting in a need for 114 new dwellings per annum. This dwelling requirement is less than the current rate of development occurring.
- The proportion of building approvals for new dwellings which took place in the rural area of the municipality has increased in recent years.
- The average number of new lots approved for creation through subdivision in the RLZ and LDRZ between 2008 and February 2019 was 28 new lots per annum. There was a large increase in 2018 when 74 lots were created in the Waldara area in the LDRZ.
- Price growth and development activity indicates strong demand for land in the study zones, particularly in locations proximate to Wangaratta. Key markets for land in the study zones are tradespeople, families and retirees, with very few first time buyers.
- Based on an analysis of housing demand scenarios, it is recommended that Council plans to accommodate at least 30 additional dwellings per annum in the study zones and that the strategy seeks to provide housing supply to the following four key markets:
 - Urban fringe LDRZ;
 - Commuter township LDRZ;
 - King Valley LDRZ or RLZ; and

- New RLZ1 supply close to Wangaratta.
- Land supply in the LDRZ is likely to reduce below the 15 year minimum in the short to medium term, indicating that Council should identify suitable additional locations for additional land in this zone. Given supply constraints, new supply of RLZ lots should also be facilitated to address the current market gap.

5. IDENTIFYING FUTURE SUPPLY CANDIDATE AREAS

5.1. INTRODUCTION

This section identifies and assesses future supply candidate areas for inclusion in the LDRZ and RLZ in the future.

5.2. MUNICIPAL LEVEL ANALYSIS

A municipal level analysis has been conducted as the starting point for considering potential future supply candidate areas. All towns with land in the LDRZ and / or RLZ located in RCoW were included in the analysis, along with Everton which although not having any land in the study zones, is identified as a 'Rural Township' in Council's Strategic Framework Plan.

The analysis takes into account:

- Current strategic planning policy included in the Wangaratta Planning Scheme;
- The location of high quality agricultural land;
- The availability of suitable infrastructure;
- A municipal assessment of bushfire risk taking into account recent changes to state bushfire policy; and
- Consideration of interfaces with other land uses.

The municipal level analysis has been used to inform whether previously identified investigation areas are appropriate for consideration for rezoning as part of this strategy based on the current planning policy and technical analysis undertaken.

The municipal level analysis has also been used to guide the selection of other supply candidate areas adjacent to existing LDRZ and RLZ land which could provide a logical extension of areas already zoned for rural lifestyle use and to identify areas which would also address housing needs for each of the key markets.

PREVIOUS INVESTIGATION AREAS

Table T28 shows investigation areas identified in previous Council strategies and plans. These areas have been assessed as part of the municipal level analysis. Maps of the investigation areas are provided in **Appendix A**.

T28. PREVIOUSLY IDENTIFIED INVESTIGATION AREAS

Investigation Area	Source
Glenrowan (all)	Glenrowan Township Development Plan and Rural Strategy, 2015 for rezoning to RLZ.
Glenrowan Taminick	Rural Strategy 2015 for further investigation for RLZ or RAZ.
Oxley (Triangle)	Rural Strategy 2015 for rezoning to RLZ2.
Oxley (North)	Oxley Township Plan and Rural Strategy, 2015 for further investigation.
Oxley (South west)	Oxley Township Plan and Rural Strategy, 2015 for further investigation (land located adjacent to existing LDRZ and bounded by Evans Lane to east and Smith Street to north). Identified in Oxley Township Plan and Rural Strategy, 2015 as future LDRZ.
Milawa (West)	Identified in Rural Strategy 2015 for further investigation for RLZ.
Milawa (Triangle)	Identified in Rural Strategy 2015 for rezoning to RLZ.
Wangaratta South (east of Greta Road)	Identified in Rural Strategy 2015 for rezoning to RLZ and Clause 21.02-3 for further investigation
Wangaratta South (west of Greta Road and north of Jordans Lane)	Identified in Clause 21.02-3 for future investigation.
Wangaratta South West (W-1d)	Identified in Rural Strategy, 2015 for rezoning to RLZ.

Source: Urban Enterprise, 2019.

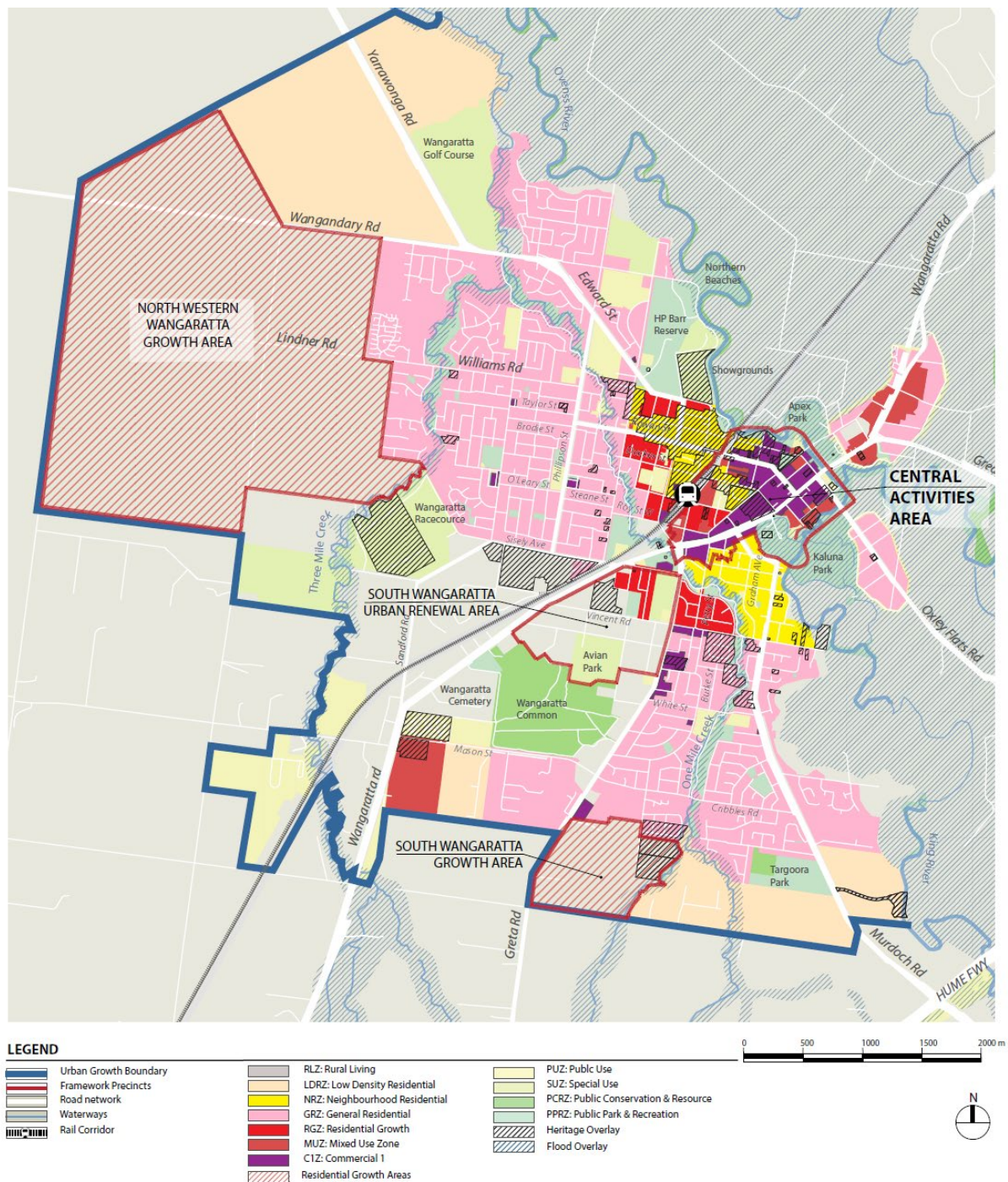
5.2.1. STRATEGIC PLANNING POLICY

As described in Section 2, the Wangaratta Planning Scheme identifies several locations within the municipality for urban growth, including at the periphery of the Wangaratta urban area and adjacent to smaller towns.

Clause 21.02-3 of the Wangaratta Planning Scheme identifies two major urban growth areas: the North Western Wangaratta Growth Area (including short term and long term areas) and the South Wangaratta Growth Area. The location of the growth areas is shown in a Settlement Plan in Figure F12. These areas are not suitable for investigation for rezoning to the LDRZ or RLZ due to their designation for other purposes.

The Settlement Plan also identifies land to the south of Wangaratta (mostly immediately south of the LDRZ in Precinct 1c) as a 'Future Investigation Area' – this area is identified in the Rural Strategy as an investigation area for lower density living and is therefore considered appropriate for investigation in this Strategy given the substantial urban growth areas identified in other parts of the settlement.

F12. RESIDENTIAL GROWTH AREAS IN WANGARATTA



Source: Clause 21.02-3 Settlement of the Wangaratta Planning Scheme.

TOWNSHIP DEVELOPMENT PLANS

Township Development Plans apply to three larger towns of Glenrowan, Milawa and Oxley. The township plans identify a number of investigation areas of different types, including potential rezoning to reflect existing land uses, potential expansion of existing LDRZ areas and potential rezoning of land to the RLZ.

The Plans do not seek to provide for urban expansion in other zones, such as the Township Zone or urban zones, and as such, no major growth directions have been considered to be constrained by strategic planning directions for urban growth.

It is also noted that:

- The area to the west of existing RLZ (north of the Old Hume Freeway) in Glenrowan is identified as a future investigation area and land located to the east of the existing township (south of Old Hume Freeway) is identified for rezoning to RLZ.
- The area to the east of Milawa is identified for investigation for rezoning to the Rural Activity Zone in the Rural Strategy, however the Township Development Plan notes that despite potential drainage constraints, the land would be a logical future investigation area and makes provision for future road connections to this area (p.8); and
- An objective of the Oxley Township Development Plan seeks to discourage expansion of the town to the east of the current town boundary as follows: “support the distinction between urban and rural by acknowledging Oxley Meadow Creek Road as the logical eastern extent of residential development.” (p.10) This was translated into local policy at Clause 22.04 through an objective to “protect the existing Farming Zone in the medium term” in this area.

There is also strategic direction to investigate the rezoning of land to the west of the Oxley township ('Oxley Triangle') to RLZ.

These strategic directions have been considered as part of the project, however the Township Development Plans are not considered to fully prevent investigation of any particular growth direction on strategic planning grounds.

5.2.2. HIGH QUALITY AGRICULTURAL LAND

The Wangaratta Planning Scheme (Clause 21.05) identifies that “the municipality has some very productive soils and agricultural areas. The report *An Assessment of the Versatility of Agricultural Land in the Rural City of Wangaratta* (April 2000) rates the Ovens River and King River valleys as ‘very high’ versatility and the centre and northern sections of the municipality as ‘high’ versatility.”

Locations are shown in Figure F11. Land within each LDRZ and RLZ precinct is rated as follows based on the broad agricultural classifications that apply at the municipal level:

- **Very High versatility:** Cheshunt, Whitfield, Whorouly and parts of Oxley along the river corridor;
- **High versatility:** Eldorado, Everton, Milawa, Moyhu, Oxley, Peechelba, Springhurst, Tarrawingee, Wangaratta;
- **Moderate versatility:** Glenrowan.

The Hume Regional Growth Plan also identifies areas of higher agricultural land quality across the region, including Wangaratta. An extract of the ‘Strategic Agricultural Land’ map is shown in Figure F12. The valleys along the King and Ovens Rivers are shown as “strategic agricultural land of national, state, regional or sub-regional significance”. This area includes the land between the two rivers where the settlements of Milawa and Oxley are positioned.

This strategy has adopted the following approach to agricultural land:

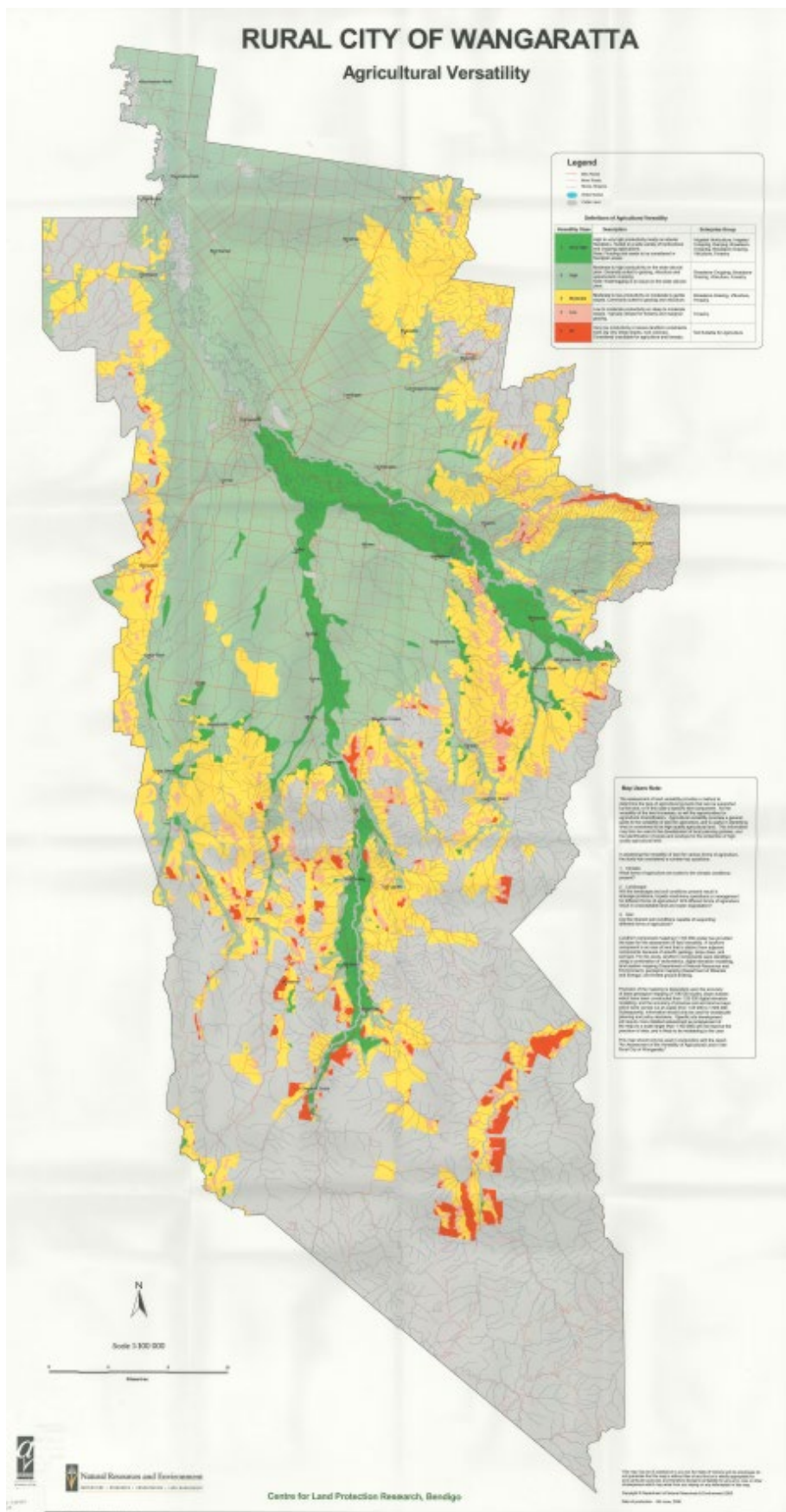
- Agricultural land considerations need to be balanced with other planning policy objectives;
- A municipal approach to minimising impact on agricultural land has been applied which seeks to accommodate demand in areas of lower agricultural quality first;
- Avoid rezoning land with ‘very high versatility’ for agriculture;
- Avoid rezoning large properties currently used for agriculture in areas of high quality agricultural land;
- Avoid rezoning land in areas that are currently used productively for agricultural and related purposes; and
- Consider interfaces with agricultural operations as part of spatial recommendations to avoid negative impacts on the use of agricultural land.

It is noted that the provision of land in the study zones can also support the use of agricultural land in a number of ways, including:

- Facilitating housing for the local labour force;
- Supporting growth of the local demand base for agricultural produce;

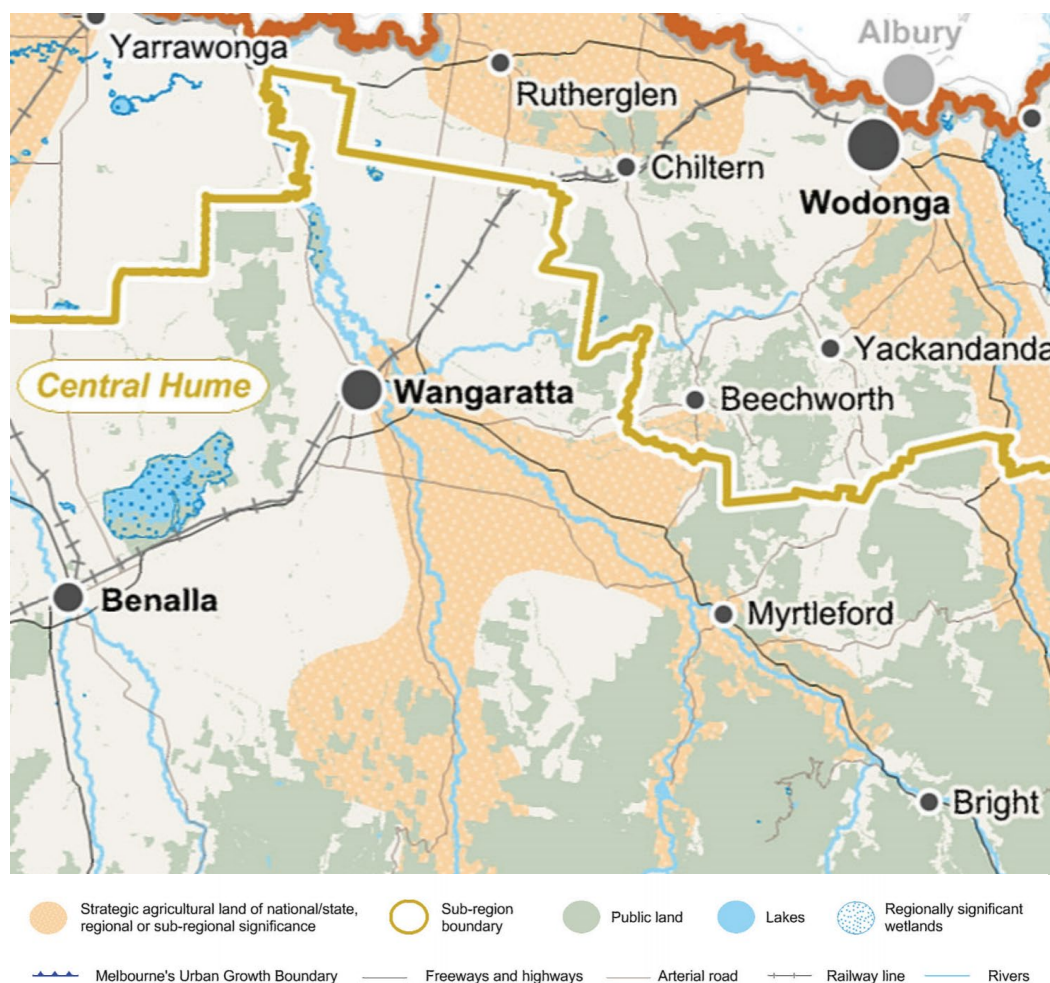
- Contributing to residential demand for viable local town centres, which can:
 - Provide goods and services to support agricultural businesses;
 - Create opportunities to display and sell local produce; and
 - Underpin the attractiveness of the area for tourism visitation, especially for visitors attracted by the high quality local food and wine produce available in the region.

F13. AGRICULTURAL VERSATILITY MAP



Source: An Assessment of the Versatility of Agricultural Land in the Rural City of Wangaratta (April 2000).

F14. HUME REGION STRATEGIC AGRICULTURAL LAND MAP



Source: Hume Regional Growth Plan.

5.2.3. LAND USE INTERFACES

As identified in previous sections, a number of potential land use conflicts exist within and around land in the LDRZ and RLZ in the municipality, primarily around the urban area of Wangaratta due to industrial land use interfaces.

Expansion of the following areas may be impacted by these constraints:

- **Wangaratta W-1b:** Industrial land interface and buffer areas to the Bowser landfill;
- **Wangaratta W-1c:** Airport controls;
- **Wangaratta W-1d:** Hume Freeway separation, industrial land buffers;
- **Glenrowan:** Hume Freeway separation, high pressure gas pipeline; and
- **Springhurst:** Hume Freeway separation.

These potential constraints have been considered as part of the more detailed local assessment of candidate areas.

5.2.4. INFRASTRUCTURE

A municipal level review of available infrastructure was completed including water, sewer reticulation and gas reticulation. The full infrastructure report prepared by TGM is available at **Appendix K**.

To inform the assessment, TGM Group consulted with Council and key referral authorities that include agencies listed below. A summary of the key authorities which provided input to the infrastructure capability assessment is detailed in **Appendix G** and included:

- North East Water Authority (NEWA);
- North East Catchment Authority (NECMA);
- Goulburn Murray Water (GMW);
- Ausnet;
- APA Group; and
- Telstra.

The availability of existing infrastructure in each precinct is identified in Table T29. This provides a guide as to the availability of infrastructure to support development or intensification within the existing zoned land. Precincts with a high level of existing infrastructure include Wangaratta W-1a, W-1b and W-1d. Precincts with minimal existing infrastructure include Peechelba, Eldorado, Everton, Whorouly and Tarrawingee.

T29. AVAILABILITY OF EXISTING INFRASTRUCTURE

Precinct	Reliable Water Source	Sewer Reticulation	Subject to Flooding	Fixed Line	Gas Reticulation
Cheshunt	Available	No	Average	No	No
Eldorado	Not Available	No	Acceptable	No	No
Everton	Not Available	No	Unknown	No	No
Glenrowan	Available	Yes	Acceptable	No	No
Milawa	Available	Yes	Acceptable	No	No
Moyhu	Available	Yes	Acceptable	No	No
Oxley	Available	Yes	Acceptable	No	No
Peechelba	Not Available	No	Average	No	No
Springhurst	Available	No	Average	No	No
Tarrawingee	Not Available	No	Poor	No	No
Wangaratta (W- 1a)	Available	Yes	Average	No	Yes
Wangaratta (W- 1b)	Available	Yes	Average	No	Yes
Wangaratta (W- 1c)	Available	Yes	Poor	No	Yes
Wangaratta (W- 1d)	Available	Yes	Average	No	Yes
Whitfield	Available	No	Average	No	No
Whorouly	Not Available	No	Poor	No	No

Source: TGM, 2019.

An assessment of the availability of infrastructure to support further residential development / expansion of the precincts was also prepared.

Precincts with infrastructure available for future development include Wangaratta W-1a, W-1b, W-1c and W1d, with precincts with minimal infrastructure available for future development including Tarrawingee, Whorouly, Peechelba Eldorado and Everton.

Some precincts have potential infrastructure limitations that would need to be addressed as part of detailed planning – these are shown in Table T30.

T30. INFRASTRUCTURE ISSUES FOR EXPANSION OF PRECINCTS

Precinct	Issues
Eldorado	Limited infrastructure and wastewater issues
Everton	Limited infrastructure (no reticulated water or sewer), subject to flood risk and drainage capacity unknown.
Glenrowan	Issues for water supply where properties rely on ground bores (during drought rely on alternative water supply)
Milawa	Reliance on water co-op or bores for water supply
Moyhu	(None identified)
Oxley	(None identified)
Peechelba	Industrial zoned land
Springhurst	Flooding
Tarrowingee	Limited infrastructure, flooding and wastewater (no reticulated sewer).
Wangaratta (W- 1a)	Flooding, drainage
Wangaratta (W- 1b)	Flooding, drainage and odour
Wangaratta (W- 1c)	Flooding, drainage, limited roads and bridges, high pressure gas pipeline, AEO, Mackay Casings, odour
Wangaratta (W- 1d)	Flooding, drainage and odour
Whitfield	Wastewater issues (no reticulated sewer), no NBN
Whorouly	Flooding, limited infrastructure (no reticulated water or sewer)

Source: TGM, 2019.

The infrastructure assessment concluded that all areas can suitably support future growth for low density and rural living, although some areas are better supported with reliable infrastructure than others. Flooding is a key risk to be managed.

The Strategy responds to the infrastructure findings by seeking to direct growth to areas of the greatest infrastructure availability and least constraints in order to promote efficient development, expedient delivery of new lots to the market and housing affordability.

5.2.5. BUSHFIRE

A bushfire risk assessment was prepared by Nexus Planning. The full assessment is provided in **Appendix L**. Consultation with the Country Fire Authority (CFA) informed the assessment.

The assessment begins with a **Municipal wide landscape scale assessment** to determine the level of bushfire risk of townships across the municipality.

The level of bushfire risk of each town based on the municipal assessment is summarised in Table T31.

T31. BUSHFIRE RISK ASSESSMENT RESULTS

Risk Level	Towns
High	Cheshunt, Eldorado, Glenrowan, Peechelba and Whitfield
Moderate	Everton, Moyhu, Springhurst, Whorouly, Wangaratta 1b
Low	Milawa, Oxley, Tarrowingee, Wangaratta township

Source: Nexus, 2019.

The bushfire assessment then includes findings which seek to address the following requirements of State Planning Policy (Clause 13.02-1S) as follows:

Priority is to be given “to the protection of human life by:

- Prioritising the protection of human life over all other policy considerations.
- Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.

- Reducing the vulnerability of communities to bushfire through the consideration of bushfire risk in decision making at all stages of the planning process.”

Strategies to implement these objectives include (among others):

- “Ensuring the bushfire risk to existing and future residents, property and community infrastructure will not increase as a result of future land use and development.”
- “Assessing alternative low risk locations for settlement growth on a regional, municipal, settlement, local and neighbourhood basis.”

The findings of the bushfire assessment have been adopted by the Strategy to ensure priority is given to the protection of human life and that the outcomes of the Strategy do not result in a net increase in the bushfire risk to existing and future residents in accordance with State policy.

Given the policy priority ascribed to these considerations, the Strategy seeks to accommodate all growth away from higher risk locations, including:

- Wangaratta 1b;
- Glenrowan;
- Cheshunt;
- Eldorado;
- Peechelba; and
- Whitfield.

This results in the previously identified investigation areas for rezoning in Glenrowan being unsuitable for further consideration.

For other towns rated as low or moderate risk, a local assessment was completed to build on the municipal assessment to fully investigate the type and location of risk associated with bushfire and the spatial options / directions within each town that present the lowest bushfire risk. In the same way as the municipal assessment, this approach seeks to direct growth to locations with lower risk wherever possible to meet the requirements of state policy.

For urban Wangaratta, the availability of multiple potential directions for new LDRZ and RLZ land (for example an expansion to precincts 1a, 1c or 1d) warranted a specific assessment of the higher and lower risk interfaces of the town.

The local assessment of Wangaratta found that the Wangaratta 1d precinct and surrounding area is “located in the highest bushfire risk aspect of the town” and that “further subdivision is not recommended having regard to the advice of the CFA...” (Nexus, p.41). As a result, the Wangaratta 1d precinct and nearby areas at the south-western interface to the town are not suitable for further consideration given there are lower risk alternatives to provide land supply at the periphery of the urban area.

5.2.6. INVESTIGATION AREAS NOT RECOMMENDED

Based on the municipal level analysis undertaken, several previously identified investigation areas (from the Rural Strategy) are not recommended for future rezoning as summarised in Table T32.

T32. INVESTIGATION AREAS NOT RECOMMENDED FOR FURTHER CONSIDERATION

Investigation Area	Reason
Glenrowan (all)	State Planning Policy (bushfire) The township and surrounds are identified as a high bushfire risk location, which includes all previously identified investigation areas including Glenrowan Taminick.
Wangaratta south-west (W-1d and surrounds)	State Planning Policy (bushfire) Lower bushfire risk locations are available at the urban periphery of Wangaratta.

Source: Urban Enterprise, 2019.

5.3. FUTURE CANDIDATE AREAS

Based on the preceding analysis, six candidate areas were identified as being potentially suitable for future rezoning and local assessment. These candidate areas were identified based on the extent that they could:

- Facilitate development which is not significantly limited by policy and technical issues identified in the municipal assessment, specifically not located in townships identified as having high bushfire risk, have suitable infrastructure to accommodate additional development and are not in areas of very high agricultural quality;
- Respond to the four housing types in demand and address market gaps, including urban fringe, commuter town, rural living and King Valley housing; and
- Incorporate previously identified investigation areas or locations in close proximity.

These 6 candidate towns / precincts are:

- A north-western expansion to **Wangaratta precinct W-1a**;
- The investigation area south of **Wangaratta precinct W-1c** that is east of Greta Road and north of Jordan's Lane (west of Greta Road);
- The northern, western and eastern interfaces to the township of **Milawa**;
- The northern and southern interfaces to the township of **Moyhu**;
- The western, northern, southern and eastern interfaces to the township of **Oxley**; and
- The western and northern interface to the town of **Springhurst**.

To evaluate and compare the overall suitability of candidate areas for the provision of potential future low density and rural residential lots, assessment criteria have been applied as shown in Table T33. A detailed assessment of the suitability of each candidate area against the criteria is included in **Appendix H** and summarised in the following section. Maps of each investigation area identifying areas recommended for rezoning in the following section are provided in **Appendix G**.

T33. CRITERIA FOR FUTURE SUPPLY

Category	Criteria	Alignment Rating
1. Planning Policy and Strategic Planning		
1.1	Unencumbered by environmental constraints and buffer areas, such as noise and odour pollution, native vegetation, strategic agricultural land, waterways, scenic landscapes and flooding.	High / Medium / Low
1.2	Long term planning objectives -would LDRZ / RLZ align with long term Council planning objectives / enable an appropriate land use and density transition?	High / Medium / Low
1.3	Compatibility with surrounding land uses and no adverse effects to ensure the potential for land use conflict is minimised.	High / Medium / Low
1.4	Proximity to community services (education, health, retail, community, recreation)	High / Medium / Low
1.5	Accessibility: readily accessible by car and walking to regional road and trail network.	High / Medium / Low
2. Alignment with Housing Needs		
2.1	Is there a demonstrated need for housing in this area?	Pass / Fail
2.2	Opportunities to provide residential characteristics that are in demand by prospective purchases (i.e. rural amenity, views, bush setting).	High / Medium / Low
3. Bushfire Risk		
3.1	Not mapped within the BMO	Pass / Fail
3.2	No exposure to long fire runs particularly in Forests & Woodlands	Pass / Fail
3.3	No exposure to downslopes (uphill fire runs)	Pass / Fail
3.4	No exposure to steep slopes and rugged terrain	Pass / Fail
3.5	No exposure to bushland on more than one aspect	Pass / Fail
3.6	Not an isolated rural area	Pass / Fail

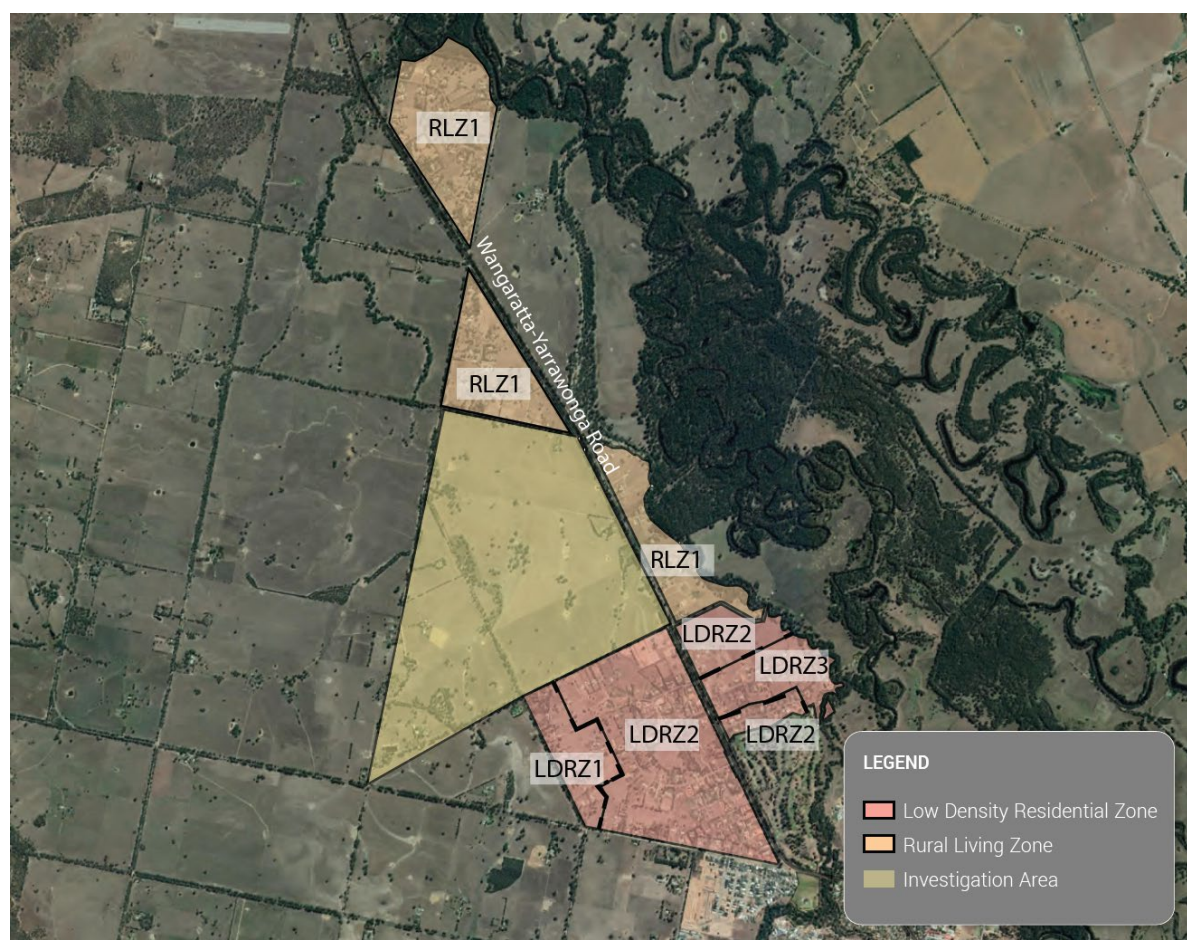
Category	Criteria	Alignment Rating
3.7	Not an area with a single access route	Pass / Fail
3.8	Not an area where all access routes to a township / urban centre are through areas of significant bushland	Pass / Fail
3.9	Is the subject land not located in an area which is adjacent to an urban / township fringe?	High / Medium / Low
3.10	Is reticulated water available?	High / Medium / Low
3.11	Is there significant bushland to be retained within the subject land?	High / Medium / Low
3.12	Is there a requirement to establish on site native vegetation offsets?	High / Medium / Low
3.13	Is there ability to provide perimeter roads (including existing) adjacent to areas of bushfire hazard?	High / Medium / Low
3.14	Are there at least two ways in and out to facilitate access / egress with at least one route to a township / urban area not passing through an area of bushfire hazard?	High / Medium / Low
3.15	Is there ability to provide cross linking roads within a subdivision?	High / Medium / Low
3.16	Is the subject land in proximity to protective features e.g. Managed sports reserves	High / Medium / Low
4. Infrastructure and Developability		
Water		
4.1	Is there a reliable water source?	Pass / Fail
4.2	Does the available water source have capacity for future development to service low density and rural living areas?	High / Medium / Low
4.3	Are there requirements to upgrade or extend the water infrastructure to service future development areas?	High / Medium / Low
Sewer		
4.4	Is there available sewer reticulation?	High / Medium / Low
4.5	Does the system have capacity to service future development?	High / Medium / Low
4.6	Are there requirements to upgrade or extend infrastructure to service future developments?	High / Medium / Low
Drainage and Flooding		
4.7	Is the subject land subject to flooding and what are the historical impacts?	High / Medium / Low
4.8	Is the local drainage system adequate to enable future development?	High / Medium / Low
Electricity		
4.9	Is there available infrastructure to service future development?	Pass / Fail
4.10	Are there alternative energy sources available such as solar?	High / Medium / Low
NBN/Telstra		
4.11	Is there a fixed line available?	Pass / Fail
4.12	Is the area NBN ready?	High / Medium / Low
Road and Access		
4.13	Are there existing road networks that are suitable for future development?	High / Medium / Low
4.14	Impact on major roads, e.g. VicRoads?	High / Medium / Low
Development intentions, land ownership pattern and lot yield		
4.15	Landowner(s) intend to develop or sell the land to facilitate residential development and have capacity to do so.	High / Medium / Low
4.16	Land ownership pattern is conducive to development and a well-planned outcome.	High / Medium / Low
4.17	Sufficient land area to accommodate demand over the planning period.	High / Medium / Low

Source: Urban Enterprise, 2019.

5.3.1. WANGARATTA 1A

The investigation area is located to the north and west of Precinct 1a as shown in Figure F15.

F15. WANGARATTA (W-1A) PRECINCT INVESTIGATION AREA



Source: Urban Enterprise, 2019.

Table T34 summarises the findings against the assessment criteria.

T34. WANGARATTA 1A ASSESSMENT SUMMARY

Criteria	Findings
Planning policy and strategic planning	All rated 'High' except for the identification of some encumbrances associated with flooding that would need to be managed as part of any development.
Alignment with housing needs	All rated 'High'.
Bushfire Risk	Although Wangaratta as a whole is identified as a low risk township, the local assessment identified risks associated with exposure to long fire runs (risk to investigation area) and location to the north of urban area (risk to existing residents).
Infrastructure and developability	No major issues identified, although a range of infrastructure upgrades will be required and co-ordination necessary across multiple landowners.

Source: Urban Enterprise.

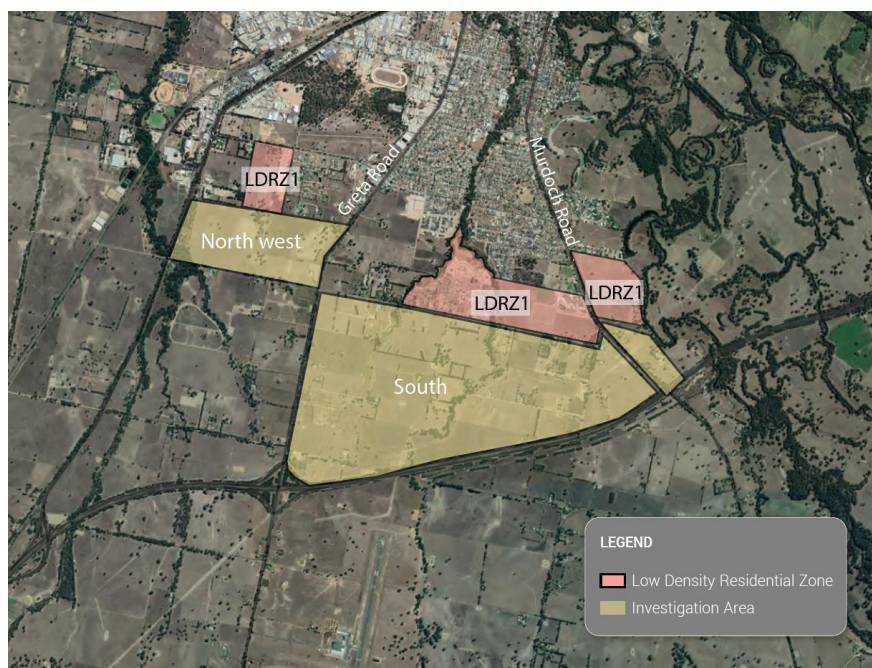
Although the area is well located relative to existing infrastructure and property types in demand, development of the area would increase bushfire risk to existing and new residents.

Therefore, this area is not a preferred area for rezoning.

5.3.2. WANGARATTA 1C

The investigation area is located to the south of Precinct 1c as shown in Figure F16.

F16. WANGARATTA (W-1C) INVESTIGATION AREAS



Source: Urban Enterprise, 2019.

Table T35 summarises the findings against the assessment criteria.

T35. WANGARATTA 1C ASSESSMENT SUMMARY

Criteria	Findings
Planning policy and strategic planning	All rated High or Medium. Existing waterways and associated flooding will need to be managed as part of any development along with interfaces with airport and freeway to ensure no land use conflicts arise.
Alignment with housing needs	All rated 'High'.
Bushfire Risk	Bushfire risk is low in this location.
Infrastructure and developability	No major issues identified, although a range of infrastructure upgrades will be required and co-ordination necessary across multiple landowners. The south east area is within a Declared Water Supply Catchment however Council has advised land connected to sewerage is generally not impacted.

Source: Urban Enterprise.

The area is well located relative to existing infrastructure and property types in demand and in an area of low bushfire risk. Although flooding, airport and freeway interfaces will need to be managed, this is not expected to prevent or significantly limit development. Co-ordination would be required across areas of fragmented landownership which could result in relatively slow delivery of new lots to the market.

The south investigation area is a preferred area for rezoning and could provide a range of lot sizes across the LDRZ and RLZ. The eastern-most section of the south investigation area (east of Wangaratta-Whitfield Road) is not preferred for rezoning due to known development and servicing challenges and the limited opportunity to integrate with the balance of the investigation area.

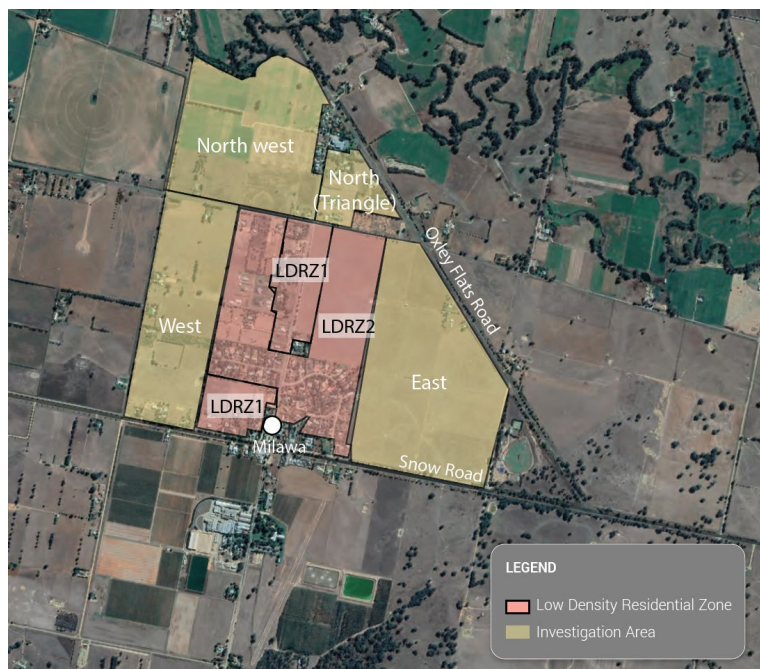
The north-west investigation area is also suitable for rezoning, subject to appropriate drainage infrastructure being provided and Jordan's Lane being widened and sealed (possibly will require the realignment of the road to the north or removal of native trees). There is also available water and while the precinct does not currently have sewer, a sewer connection would be available from Greta Road.

The precinct also has a higher bushfire risk than the south investigation area. It is recommended therefore that the land be rezoned to LDRZ and lot sizes range between 0.2 to 0.25ha in this location. Land within the Mackay Casings strategic buffer would need to be excluded from any rezoning.

5.3.3. MILAWA

Investigation areas have been identified broadly to the west, north and east of the existing township as shown in Figure F17.

F17. MILAWA INVESTIGATION AREAS



Source: Urban Enterprise, 2019.

Table T36 summarises the findings against the assessment criteria.

T36. MILAWA ASSESSMENT SUMMARY

Criteria	Findings
Planning policy and strategic planning	Rated 'high' or 'medium'. The township is identified in policy as a suitable location for growth however its location in an area of strategic agricultural land requires management of interfaces and consideration of existing rural production areas.
Alignment with housing needs	High alignment.
Bushfire Risk	Generally low bushfire risk, however development to the north and west would increase risk to existing community. Development to the east is lower risk.
Infrastructure and developability	The main potential challenge to expanding the residential capacity of the township is the potential need to increase the capacity of the water co-op system.

Source: Urban Enterprise.

The area is strategically located to meet commuter lifestyle housing needs and has recently been connected to reticulated sewer.

Although the reliance on a co-operative water supply system is sub-optimal from a development perspective, the infrastructure analysis identified that a range of water supply sources are potentially available to support future development, including the existing co-ops or establishment of a new access point (bore) to groundwater. Water supply is considered a relative weakness rather than a specific constraint to development.

The township area is considered a suitable location for rezoning to accommodate additional housing at a moderate scale. Areas to the east will result in lower bushfire risk than areas to the north and west however to the north is also considered suitable for rezoning to LDRZ provided lot sizes range between 0.2ha to 0.25 ha to lower the bushfire risk.. The north west investigation area is also not a preferred location for rezoning due to existing good quality agricultural land and lack of strategic policy support.

Lot sizes of 0.2ha to 0.4ha are recommended for the east investigation area.

5.3.4. MOYHU

Two investigation areas were identified to the north and south of the existing township as shown in Figure F18.

F18. MOYHU INVESTIGATION AREAS



Source: Urban Enterprise, 2019.

Table T37 summarises the findings against the assessment criteria.

T37. MOYHU ASSESSMENT SUMMARY

Criteria	Findings
Planning policy and strategic planning	Rated as 'high' - settlement policy includes Moyhu as a township with "identified potential for growth". Some services available in the town however others would be accessed in larger towns.
Alignment with housing needs	Medium alignment with housing needs. Importantly, Moyhu is the only township located near the King Valley which is not identified as a high risk bushfire location, meaning that this town is the best location to accommodate buyers seeking proximity for tourism, employment or lifestyle purposes.
Bushfire Risk	Local assessment found weaknesses that would result in moderate bushfire risk under current circumstances such as a lack of shelter within the town and the potential to increase risk to the existing township. Bushfire advice is that these risks could be mitigated through planning outcomes prescribed by the Township Plan, and Council has advised that a suitable place of resort is proposed to be established in the town.
Infrastructure and developability	Generally rated as 'high', recently connected to reticulated sewer. Land located in the south-east corner of the south investigation area is subject to flooding.

Source: Urban Enterprise.

Moyhu is identified as the preferred location for rural lifestyle housing in proximity to the King Valley, with development to the north most suitable for future rezoning.

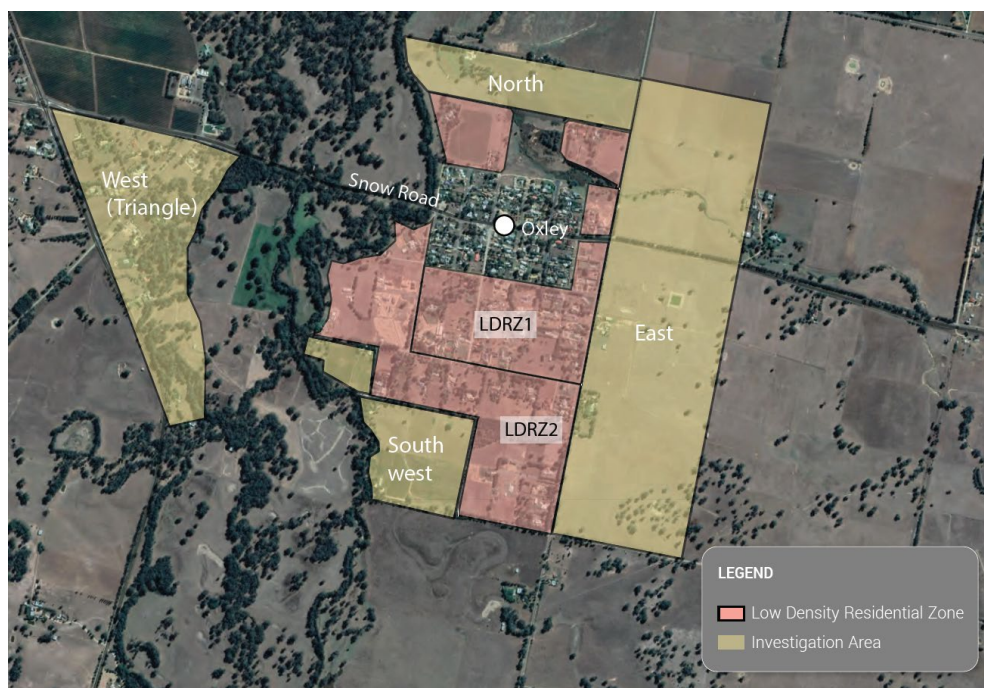
Bushfire risk would need to be resolved prior to any rezoning being considered. This should occur as part of the town structure plan and seek to:

- Consolidate the town layout / structure;
- Require a maximum lot size of 0.2ha to 0.25ha in the LDRZ (or provide smaller lots through an urban zone);
- Provide a Place of Last Resort in the township; and
- Address any other bushfire risk mitigation requirements identified in the Township Plan Process.

5.3.5. OXLEY

Investigation areas were identified to the north, east, south and west of the township as shown in Figure F19.

F19. OXLEY INVESTIGATION AREAS



Source: Urban Enterprise, 2019.

Table T38 summarises the findings against the assessment criteria.

T38. OXLEY ASSESSMENT SUMMARY

Criteria	Findings
Planning policy and strategic planning	There is policy support for residential growth in Oxley, although the location of strategic agricultural land and widespread flooding near the town should be considered.
Alignment with housing needs	Strong alignment with housing needs, rated as 'high'.
Bushfire Risk	The township is rated as low bushfire risk however land to the north, west and south-west of the township are the higher bushfire risk directions. Development to the east is lower risk.
Infrastructure and developability	Generally rated as high infrastructure availability, however some areas are expected have material flooding issues which prevent development (west of King River) or will limit developable areas (land in proximity to Horseshoe Creek).

Source: Urban Enterprise.

Oxley has policy support for growth, is strategically located proximate to employment and services in Wangaratta and is identified as a location of high demand for rural residential buyers. The following considerations are relevant to specific sub-precincts:

- Whilst the Oxley west (triangle) investigation area already has considerable flooding issues and high bushfire risk identified, it is proposed to rezone the land from Farming Zone to Rural Living Zone 1. A Council assessment has provided support for rezoning this sub-precinct to the Rural Living Zone Schedule 2 which would better reflect the existing land use pattern, reduce the regulatory burden to do with planning permit triggers for minor applications, and be consistent with existing Council strategies. A review of current lot sizes indicates that no further subdivision would be possible within the RLZ2 with a minimum lot size of 8 hectares.

- The previously identified investigation area to the south of the township is not a preferred location due to the limited land area, proximity to very high quality agricultural land, existing agricultural uses within the area and bushfire risk.
- The existing policy direction is to avoid development **to the east**. This area should only be considered if no alternative growth directions are possible.
- **Land to the north** is, on balance, considered the most suitable location for rezoning to LDRZ in Oxley, provided that lot sizes are no more than 0.25 ha to minimise bushfire risk.

5.3.6. SPRINGHURST

Investigation of expansion of the existing town to the north, west and south has been undertaken based on the directions shown in Figure F20.

F20. SPRINGHURST INVESTIGATION AREAS MAP



Source: Urban Enterprise, 2019.

Table T39 summarises the findings against the assessment criteria.

T39. SPRINGHURST ASSESSMENT SUMMARY

Criteria	Findings
Planning policy and strategic planning	Generally rated as high to medium, with good road and rail access to employment centres and a lack of identified constraints to development.
Alignment with housing needs	There has been limited rural residential development in this section of the municipality, however the access to rail services (currently infrequent) and proximity to both Wangaratta and Albury Wodonga (a future commuter town) is expected to be an attractor in the medium to long term.
Bushfire Risk	Generally a moderate risk location, with bushfire risks associated with increasing the existing risk to the town by increasing the low density interface and the lack of a significant area in the town providing shelter from bushfire.
Infrastructure and developability	There is no reticulated sewer infrastructure, meaning only larger lots would be possible (at least 4,000sqm). The area is not within a Declared Water Supply Catchment.

Source: Urban Enterprise.

Springhurst is considered to be a long term opportunity to provide alternative rural residential housing.

The area is relatively unconstrained (especially when compared with many other smaller towns in the municipality) with the exception of moderate bushfire risk associated primarily with the lack of a place of shelter from a bushfire. This could be addressed in the future by improvements to the Springhurst Recreation Reserve.

5.4. AREAS MOST SUITABLE FOR REZONING AND CAPACITY

Table T40 provides a summary of the preferred locations to accommodate future demand for low density and rural residential housing and their potential capacity and zone.

T40. AREAS MOST SUITABLE FOR REZONING AND CAPACITY

Location	Areas suitable for residential use	Recommended Zone	Preferred lot sizes	Indicative Lot Capacity	Indicative timing
Wangaratta W-1c south	LDRZ preferred in eastern and northern sections. RLZ possible in western section, AEO and freeway interface subject to detailed planning.	LDRZ + RLZ	LDRZ: 0.2ha RLZ: 2ha	LDRZ: 560 RLZ: 70	Short
Wangaratta W-1c: North west	All land outside of the Mackay strategic buffer.	LDRZ	0.2-0.4ha	195	Short
Milawa*	North (triangle) East	LDRZ	0.2-0.25ha 0.2-0.4ha	North: 50 East: 320	Short - Long
Oxley	North West	LDRZ	0.2-0.25-ha	North: 100 West: 0	Short - Medium
Moyhu	North	LDRZ	0.2- 0.25ha	130	Short
Springhurst	TBC	LDRZ or RLZ	0.4ha+	TBC	Long

Source: Urban Enterprise, 2019. TBC = to be confirmed through future planning. Indicative lot capacity based on Developable Area only (land encumbered by flooding excluded), 80% lot area and minimum lot size possible under the zone. *It is noted that the ultimate yield of land recommended for rezoning in Milawa will depend on water connection and availability. In the east investigation area lot yield will also be dependent on owner intentions.

The lot capacities shown in Table T40 are indicative only and represent the maximum likely yield that could be achieved within these areas. These areas have the potential to create significant additional land supply, and not all will need to be rezoned in the short term.

It is recommended that the first stages of rezoning seek to provide additional short term supply and competition to the market, particularly in the primary demand markets of urban fringe LDRZ and commuter township areas. A staged approach to providing new LDRZ in Wangaratta 1c should be applied given the significant potential yield of the broader precinct.

Recommended actions and timings are provided in Section 6.

RURAL LIVING ZONE

Planning policy provides guidance on selecting locations for rural residential development. The most relevant direction provided is in the following three strategies:

- “Encourage the consolidation of new housing in existing settlements where investment in physical and community infrastructure and services has already been made”.
- “Ensure land is not zoned for rural residential development if it will encroach on high quality productive agricultural land or adversely impact on waterways or other natural resources”; and
- “Ensure land is only zoned for rural residential development where it is located close to existing towns and urban centres, but not in areas that will be required for fully serviced urban development and can be supplied with electricity, water and good quality road access.”

Based on this direction, the following options to provide new RLZ housing (of approximately 2ha) to the market were considered:

- Rezone an existing area of RLZ2 (minimum lot size of 8ha) to RLZ1 (minimum lot size of 2ha).
- Include an area of RLZ1 at the periphery of smaller townships in suitable areas; and
- Include an area of RLZ1 within a suitable candidate area as part of the Wangaratta township.

Existing areas of RLZ2 land are primarily within Wangaratta precinct 1b and 1d and Glenrowan. The bushfire risk assessment identified that reducing the lot sizes within these areas would increase the bushfire risk in these areas. Option A was therefore not pursued.

Recommended candidate areas at the periphery of Milawa, Oxley and Moyhu are in towns recently connected to reticulated sewer and are considered more appropriate to be included within the LDRZ to facilitate commuter lifestyle housing. These areas are also within the Declared Special Water Supply Catchment and any development off sewer (such as RLZ development) could potentially be impacted by associated wastewater restrictions. Option B is therefore not preferred except for Springhurst, which is outside the water supply catchment and could, in the longer term, provide larger rural living lots.

The remaining option is to incorporate RLZ lots within the Wangaratta 1c investigation area. The significant scale of land in this area (more than 300 hectares) and the need to manage interfaces with the freeway and airport present the opportunity for some of the area to accommodate larger lots. The precinct is also located in relatively close proximity to relevant assets such the equestrian centre, equine education, livestock exchange, stockfeed and so on, indicating that the precinct could attract buyers using residential properties for minor animal keeping. The exact extent and location of any RLZ within this precinct would need to be established as part of a broader future precinct plan.

6. STRATEGY

6.1. OVERVIEW

Low density and rural residential areas represent a relatively small yet important part of the Rural City of Wangaratta's housing supply.

This Strategy seeks to maintain a sufficient quantum and diversity of residential land supply within the LDRZ and RLZ to meet demand over a 30 year period and to ensure that all development occurs in locations that prioritise the protection of human life while capitalising on the many benefits of facilitating this type of housing.

It is acknowledged that in many parts of the municipality, the attributes that are attractive to residents – landscape, topography, outlook, vegetation and so on – are the very attributes that result in those areas being higher risk locations to live in, especially due to bushfire and flooding risks. This presents an inherent conflict between the preferred locations of demand for rural residential housing and the locations in which supply can be provided in accordance with state and local policy.

The Strategy has been developed in the knowledge that many existing and potential future housing areas are partially or fully constrained for development and therefore adopts a long planning period. The approach is designed to create a diverse range of housing opportunity for relevant market segments to address existing supply gaps, meet latent demand for housing in the study zones, facilitate competition in the housing market, respond to population growth projections and support economic development and growth within the municipality.

6.2. OBJECTIVES AND ACTIONS

The objectives and actions of the Strategy are set out in Table T41, along with recommended timeframes.

T41. STRATEGY OBJECTIVES AND ACTIONS

ACTION	DETAILS	TIMEFRAME
Objective 1	Adopt the strategy and embed in policy	
1.1	Following public exhibition of the Strategy and finalisation, seek Council adoption.	Short
1.2	Prepare a Planning Scheme Amendment to include the Strategy as a Reference Document and incorporate the key spatial directions for growth in the LDRZ and RLZ in local policy on settlement.	Short
1.3	Update Township Plans (Glenrowan, Oxley and Milawa) as relevant to reflect the findings of the Strategy, particularly in respect of investigation areas no longer considered suitable for residential use and development.	Short
Objective 2	Increase the supply of land in the Low Density Residential Zone to meet ongoing demand and ensure competition in the market.	
2.1	Engage with owners of the remaining broadhectare LDRZ sites in Wangaratta, seek to understand development intentions and any constraints, and, where possible and practical seek to facilitate development, including through liaison with infrastructure agencies and referral authorities.	Short
2.2	Prepare a Precinct Plan for the Wangaratta 1c investigation area to confirm the extent of developable area and the optimum mix of LDRZ and RLZ land within the precinct.	Short

ACTION	DETAILS	TIMEFRAME
2.3	Commence a rezoning process for land in the Wangaratta 1c investigation area to the LDRZ and RLZ, including suitable planning controls to address the Airport Environs Overlay, freeway interface, drainage issues and local access requirements.	Short
2.4	Prepare a Planning Scheme Amendment to rezone land in the Wangaratta 1c north west investigation area to the LDRZ, including suitable planning controls to address Mackay Casings strategic buffer.	Short
2.5	Prepare a Planning Scheme Amendment to rezone land to the north (triangle) of Milawa to the LDRZ including suitable planning controls to address relevant planning and infrastructure considerations.	Short
2.6	Identify a longer term LDRZ growth area for Milawa to the east of the town. Monitor land take up and progress to a rezoning once demand requires.	Long
2.7	Prepare a Planning Scheme Amendment to rezone land in the Oxley North investigation area to the LDRZ	Short
Objective 3	Address gaps in residential land supply	
3.1	Facilitate new LDRZ as part of the Moyhu Township Plan process through: <ul style="list-style-type: none"> - A reduction in the minimum lot size of the existing LDRZ area to 0.2ha and an expansion to the LDRZ area. - Consolidation of the town layout / structure; - Delivery of a Place of Last Resort in the township; and - Any other bushfire risk mitigation requirements identified in the Township Plan Process. 	Short
3.2	Seek to facilitate a greater supply of new RLZ lots of all sizes by preparing a guide to subdivision in the Rural Living Zone. Publish for access and use by landowners to encourage maximum utilisation of existing zoned land.	Short
3.3	Establish Springhurst Recreation Reserve as a suitable bushfire safe shelter. and plan for new large lot LDRZ or RLZ based on the take up of other areas rezoned as part of short term actions.	Medium
Objective 4	Reflect existing land uses	
4.1	Prepare a Planning Scheme Amendment to rezone land in the Oxley west (triangle) investigation area to reflect existing land uses. Ensure controls do not facilitate further development.	Short
Objective 5	Monitor, review and update the Strategy	
5.1	Establish a land demand and supply monitoring program for the study zones so that consistent annual or bi-annual reporting can be prepared on subdivision rates, dwelling approvals and remaining land supply.	Short
5.2	Commence an initial review of this strategy within 5 years of its adoption by Council to update analysis and consider the direction and timing of medium term actions.	Medium

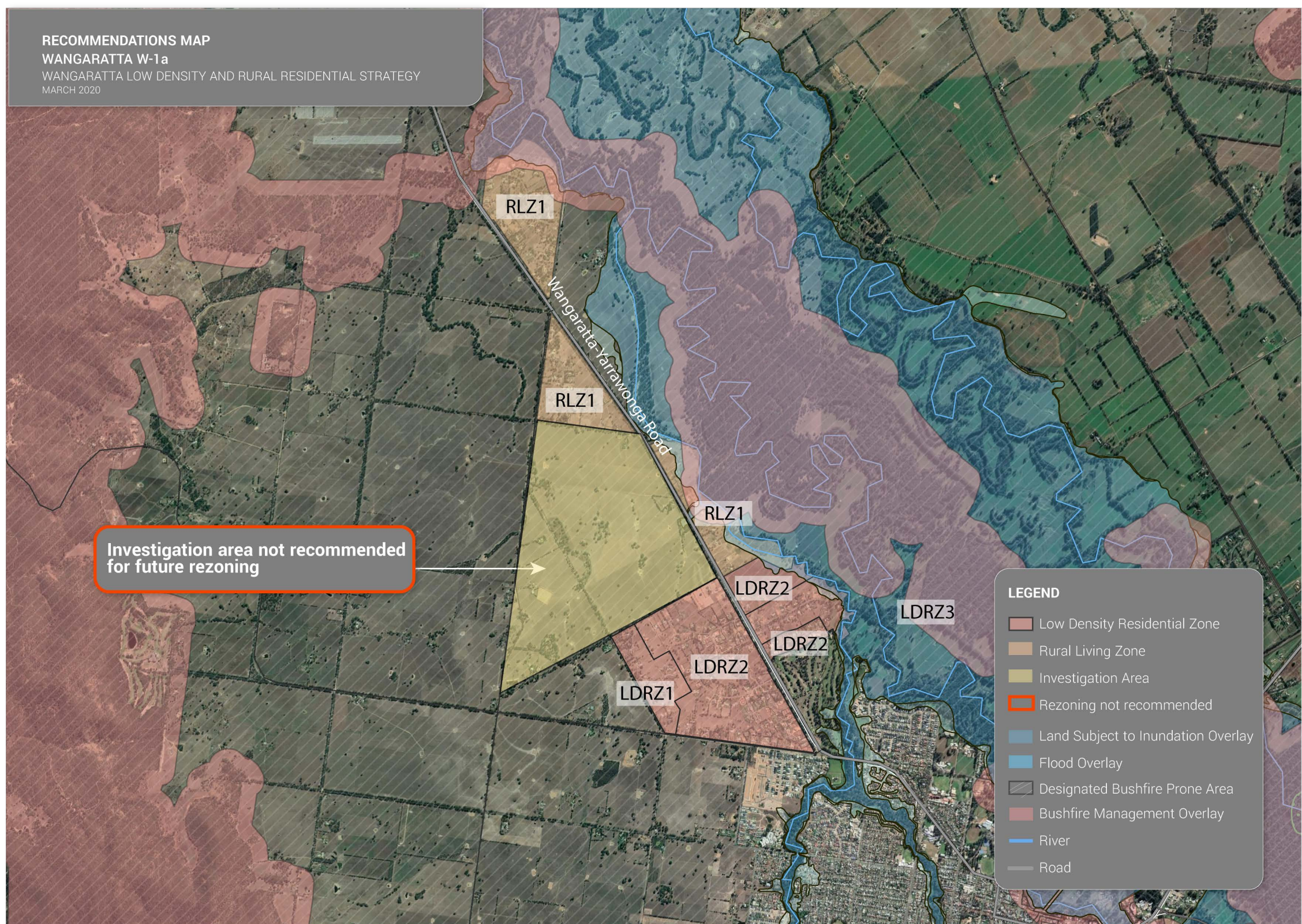
Source: Urban Enterprise. Short term = 0-3 years, Medium term = 3 – 10 years, Long term = 10+ years.

The following maps show the key recommendations for additional land supply within each of the preferred locations.

RECOMMENDATIONS MAP

WANGARATTA W-1a

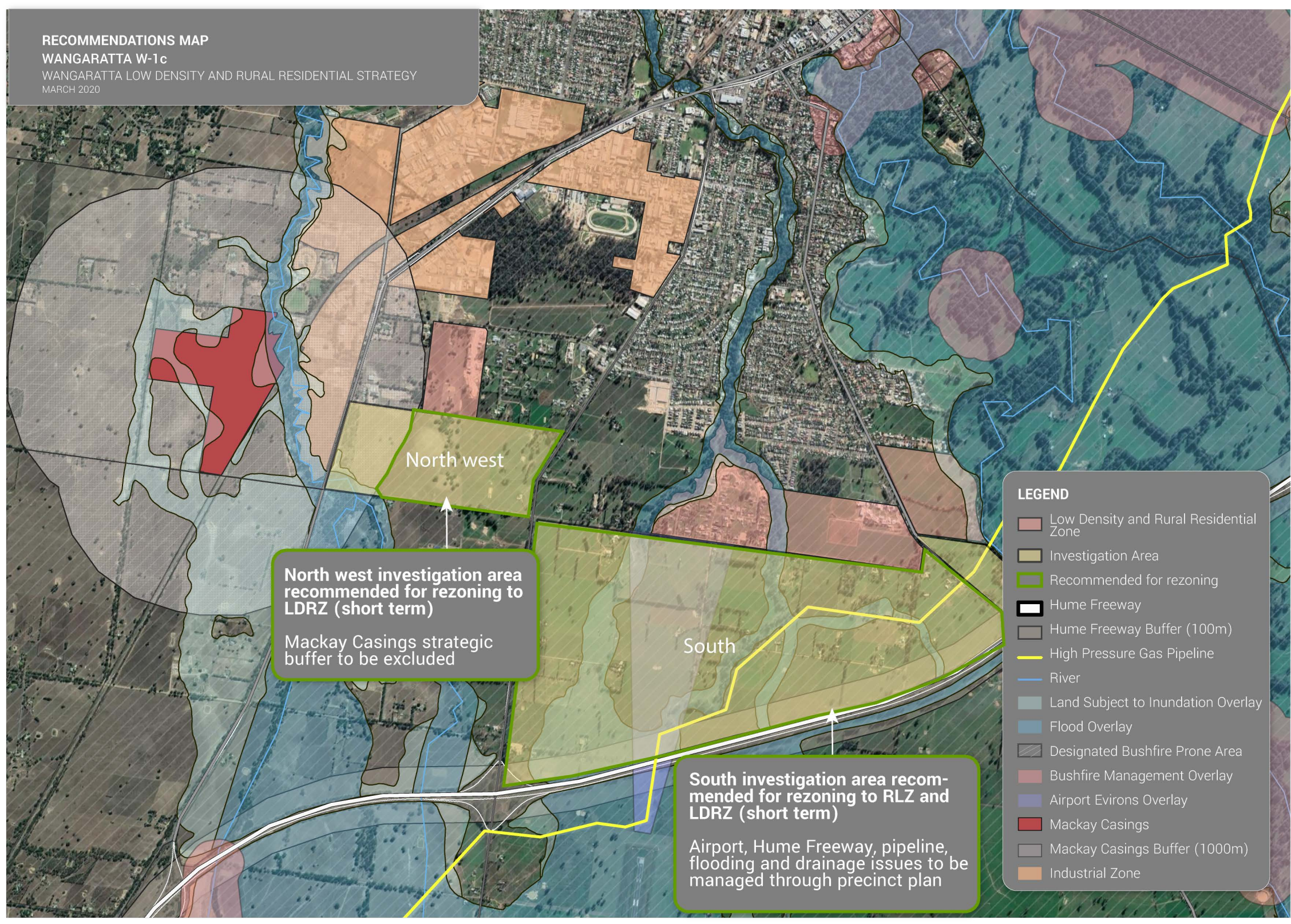
WANGARATTA LOW DENSITY AND RURAL RESIDENTIAL STRATEGY
MARCH 2020



RECOMMENDATIONS MAP

WANGARATTA W-1c

WANGARATTA LOW DENSITY AND RURAL RESIDENTIAL STRATEGY
MARCH 2020



RECOMMENDATIONS MAP

MILAWA

WANGARATTA LOW DENSITY AND RURAL RESIDENTIAL STRATEGY
MARCH 2020

North west investigation area
not recommended for rezoning
to LDRZ

North west

North
(Triangle)

North (triangle) investigation
area recommended for rezoning
to LDRZ (short term)

West investigation area not
recommended for rezoning

West

LDRZ1

LDRZ2

LDRZ1

East

East investigation area
recommended for long term
rezoning to LDRZ

Oxley Flats Road

Snow Road

Milawa

LEGEND

- Low Density Residential Zone
- Investigation Area
- Recommended for rezoning
- Recommended for rezoning
subject to conditions
- Not recommended for rezoning
- Flood Overlay
- Land Subject to Inundation
Overlay
- Designated Bushfire Prone Area
- Bushfire Management Overlay

RECOMMENDATIONS MAP

MOYHU

WANGARATTA LOW DENSITY AND RURAL RESIDENTIAL STRATEGY
MARCH 2020

North investigation area recommended for rezoning to LDRZ

Subject to Township Development Plan conditions

North

LDRZ1

South

South investigation area not recommended for rezoning

Wangaratta-Whitfield Road

Moyhu

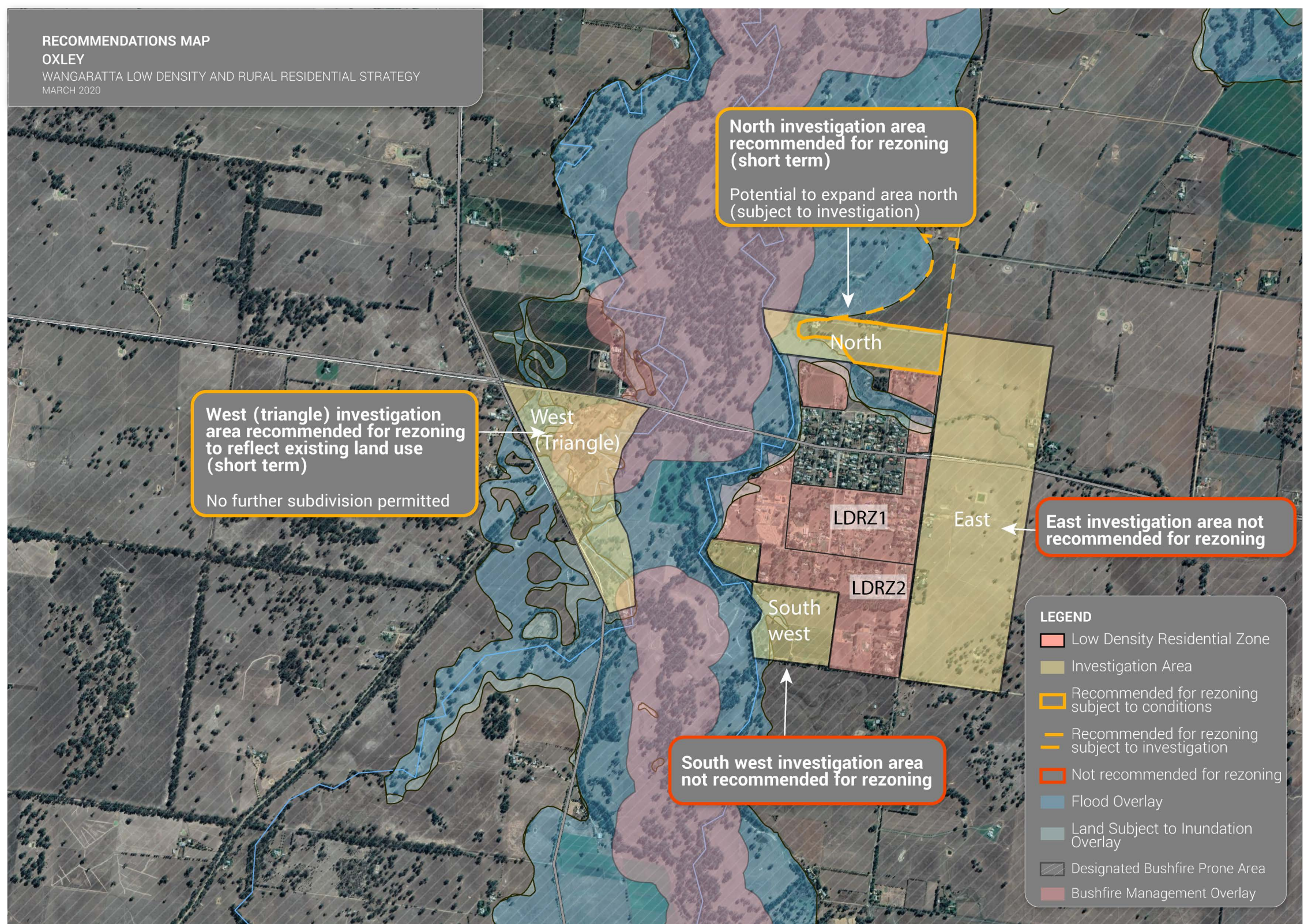
LEGEND

- Low Density Residential Zone
- Investigation Area
- Recommended for rezoning subject to conditions
- Not recommended for rezoning
- Flood Overlay
- Land Subject to Inundation Overlay
- Designated Bushfire Prone Area
- Bushfire Management Overlay

RECOMMENDATIONS MAP

OXLEY

WANGARATTA LOW DENSITY AND RURAL RESIDENTIAL STRATEGY
MARCH 2020



RECOMMENDATIONS MAP

SPRINGHURST

WANGARATTA LOW DENSITY AND RURAL RESIDENTIAL STRATEGY
MARCH 2020

Recommended for potential
long term rezoning

LEGEND

- Low Density Residential Zone
- Investigation Area (interfaces)
- Recommended for rezoning
subject to conditions
- Hume Freeway
- Hume Freeway Buffer (100m)
- Designated Bushfire Prone Area
- Bushfire Management Overlay
- High Pressure Gas Pipeline
- River
- RCoW Boundary

