



Residential Land Review 2022



Campaspe
Shire Council

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Version	Author	Date	Changes
1	K.Beattie and S.Conte	August 2022	
2		October 2022	Population figures page 17
3			
4			

1. Executive summary

The purpose of this Strategy is to provide a land use framework to guide the current and future management of residential land throughout the Shire.

Campaspe Shire is a vast municipality. Throughout the Shire there are many towns with natural features and landscapes which make them attractive for lifestyle living. The townships identified through this report are the main townships in the Shire that offer a range of services and retail, including education, transport, close connections to main services and diverse housing opportunities.

These assets, combined with limitations and constraints in land supply have been the catalysts for the preparation and development of this document.

The Spatial Economics report provide insight into the supply and demand of residential land across the municipality. It looked at the historical residential activity and lots constructed and the level of demand across the Shire. The report indicated townships where supply was low and where townships would benefit from a diverse range of housing options (ie low density or rural living).

This review follows on from the report and continues to review those main townships to ensure appropriate land is earmarked for residential purposes and an adequate supply (15 years) is provided.

The review recommends a range of planning policy changes, including:

- Activating the rezoning (to residential) in the current structure plans for certain townships.
- Additional schedule to the Rural Living Zone to reduce the minimum lot size for subdivision in particular areas.
- Rezoning parcels of Rural Living Zone that are not deemed to meet the guidelines for RLZ – and rezone to Rural Conservation Zone.
- Earmarking future growth opportunities for some of the smaller townships via updated structure plans.

Following an adoption of the Residential Land Review by Council, a Planning Scheme Amendment process will be required to incorporate the recommendations of the review into the Campaspe Planning Scheme. The Amendment process will provide opportunity for community input on the form and content of change proposed to the Campaspe Planning Scheme.

The following further strategic work is recommended to be undertaken by Council prior /during the preparation of a Planning Scheme Amendment:

- Assessment of identified land for rezoning.
- Updating relevant structure plans to earmark long term residential supply.
- Relevant studies and background reports that are required, including land capability assessments.

2. Introduction

Campaspe Shire is a large rural municipality located in northern Victoria, approximately 180 kilometres north of Melbourne with the Murray River forming its northern boundary. The Shire encompasses a total land area of approximately 4,200 square kilometres with generally flat terrain used for a variety of agricultural and rural pursuits. It currently has a population of approximately 37,762¹ and has had a steady increase of 0.2 per cent per annum.

Managing the future growth of our communities is a key part of the Council Plan (2021-2025) and to ensure townships have land available for residential development. This is outlined further in the State and Local Planning Policy Framework, which require that the responsible planning authority be able to accommodate at least 15 years' worth of land supply for projected population growth numbers and provide clear strategic direction on locations where this growth should occur.

Part of accommodating this projected 15-year growth and strategic land supply direction includes consideration of the kinds of land and allotments that communities and residents require and consideration of current and future trends in land supply and community lifestyles. Typically, in Campaspe, larger lot size have been what the market has demanded, this is across all residential zones. These "lifestyle" lots have increased in popularity as Campaspe shifts towards becoming an increasingly popular lifestyle and retirement destination.

Over the years, Council has acknowledged that areas designated for future rezoning opportunities have not been initiated by landholders. This has prompted the need for a review of residential land, including a supply and demand report to determine the current and future population and economic growth rates of the towns and urban areas in Campaspe Shire.

As part of this review, Council has completed the current report in conjunction with Spatial Economics to undertake and prepare a land supply and demand assessment focussing on a number of townships in the Shire and on land included in the following zones:

- Low Density Residential Zone (LDRZ)
- Rural living zone (RLZ)
- Township zone (TZ)
- General Residential Zone (GRZ).

The project has been undertaken in the following manner:

Stage 1: Strategic context- Historical strategic plans

Council, in conjunction with key stakeholders, has ensured that a strategic framework has been in place over the past decades to provide direction for development and growth across the Shire. The relevant documents for the current report include;

- Regional Rural Land Use Strategy 2008
- Echuca Housing Strategy 2011
- Campaspe Settlement Strategy 2015
- Loddon Mallee Regional Strategic Plan 2015-2018
- Council Plan 2021-2025

These documents and strategies form part of the strategic underpinnings for the subsequent stages of the study and provide historical context, both local and regional.

¹ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022

Stage 2: Residential Land Supply & Demand Assessment by Spatial Economics February 2022

A report was commissioned by Council, seeking demand and supply information about the following:

- Historic population figures and future and population growth estimates.
- Past development activity, in the form of residential building approval figures; residential lot construction figures, and historic and current sales data.
- Land supply stocks, for both residential and rural-residential areas.
- Projected housing demand, based on recent population growth estimates and dwelling forecasts.
- Estimates of current and future land stocks (in years).

The report examined the overall supply and demand situation for rural lifestyle areas in the Shire, and provided a range of recommendations in relation to further investigating the need for more residential land in certain townships. The data and recommendations of which have been used as the basis for stage three of this report.

Stage 3 Strategic land use assessment

This report examines the appropriateness of rezoning for residential and recommendations to policy within the Planning Scheme. The assessment uses the data from stage one and two and reviews the appropriate areas for rezoning having regard to the State Planning Policy Framework and Ministerial Directions in relation to managing growth and housing.

This study will provide a strategic basis to allow Council in making changes to the planning scheme to ensure appropriate residential and rural residential land is available.

3. Project drivers

This section describes the drivers of change which shape the context for current and future residential development in Campaspe Shire.

Population growth

Campaspe has experienced a steady population growth and will continue to experience that growth over the next 30 years. The population of Campaspe is forecast to grow by at least 10 per cent to house an additional 4000 persons by 2036. The growing population will require an additional 2300 new houses to be provided through infill and greenfield development across all residential zones. Section 7 of this report goes in more detail of the population growth and how it may impact or has influenced the housing growth within the region.

Liveable communities

Factors that are known to contribute to population growth in towns include, services such as hospitals, education, diverse range of retail offerings and a range of community and social services. Locations in Campaspe that have a number of these services have proven consistently more likely to experience sustained population growth over the long term.

A report published by the Australian Housing and Urban Research Institute (AHURI) looked at population growth in Australia's smaller cities. The report shows that places that can offer the quality of life benefits (ie the services listed above) associated with bigger towns are likely to receive consistent migration. Other factors such as employment opportunities, housing costs, living costs, environmental factors such as the climate and incidence of natural disasters are also considered for migration reasons. Though are less important than economics factors and access to essential services².

Choice of housing

With the growth Campaspe experiencing and expecting, it's important for communities to be able to provide a diverse range of choice of housing. This includes a range of different lot sizes and type of living (medium to low density or rural living).

There are some areas within Campaspe where there is a higher demand for rural living and/or larger lot sizes of 0.4 to 0.6 hectares. Combined with the lifestyle factors of living in Campaspe, this is becoming a popular housing choice.

Suitable land

The report from Spatial Economics considers that the total stock of residential land is sufficient to meet short-term requirements at a municipal level. However, there are land supply or appropriately zoned deficiencies at a township level. From a land supply and demand perspective it's important to consider that to effectively maintain a competitive residential land supply market across distinct urban centres (ie. Echuca, Kyabram, Rochester and Tongala) there is a need to maintain at least 15 years supply of land supply.

Across Campaspe there is sufficient supply of Rural Living Zone (RLZ) vacant lots for the next 20 plus years, however the bulk of this land is concentrated in the southern part of the municipality where there is limited access to key community services and infrastructure, and a significant proportion of that land is located within the Bushfire Management Overlay, which, as the name suggests, is more susceptible to the threat of bushfire. The supply of RLZ is also located in areas where there is limited connection to large service centres, community infrastructure, schools or health services.

² Vij, A., Ardeshiri, A., Li, T., Beer, A. and Crommelin, L. (2022) *Understanding what attracts new residents to smaller cities*, AHURI Final Report No. 375, Australian Housing and Urban Research Institute Limited, Melbourne, <https://www.ahuri.edu.au/research/final-reports/375>, doi: 10.18408/ahuri3226201.

Market commentary

More recent measures of demand, including building and planning permit data, housing transaction data and dwelling price data suggest there has been an increase in activity in the housing market over the last five years.

Further to this, barriers to bringing land supply to market may be limiting growth, particularly for Echuca and Rochester. This has potentially impacted the ability to paint a true picture of demand relying on historical data. Population growth for Echuca may have been impacted by constraints to land supply and new lot creation, as Moama has seen a strong population growth with the majority of greenfield sites in the area located across the border in NSW.

Competition

Moama across the Murray River in NSW has experienced a different growth rate than Echuca (Campaspe) has experienced. Echuca's long term growth rate was 0.2 per cent between 2016 and 2020, where Moama was 3.5 per cent. There are numerous reasons for this but for the purpose of this study it is important to look at the number of residential estates on offer in Moama in comparison to Echuca. As well as the greater number of estates that offer the lifestyle attributes that are attracting buyers. Housing lots in Moama are also providing a diverse range of sizes from 700m² to over 1000m².

For Campaspe to continue to grow their population and remain competitive to other municipalities there are opportunities for diverse housing lots to be made available in certain townships. This will be explored further through the study by a town-by-town basis as each location has its own unique qualities and attributes.

Residential development activity and supply

The supply and demand assessment from Spatial Economics provided the residential development activity and supply, including supply of General Residential Zone (GRZ), Township Zone (TZ), Rural Living Zone (RLZ) and Low Density Residential Zone (LDRZ). From the study the following key points were found:

- Residential building approvals over the last five financial years shows approximately 180 dwellings per annum were approved.
- Campaspe is expected to have a growth of over 2,300 new dwellings over the next 13 years.
- The median sales of vacant residential lots has increased on average annual bases of 2.9 per cent in Campaspe. This growth is echoed in the price of established housing, with the median house prices in Echuca observing a 64.1 per cent growth between 2011 and 2021.
- The median lot size constructed has remained consistent over time 690 sqm to 800 sqm.
- There is an emerging trend across a number of regional Victoria municipalities of the provision for smaller and serviced (hydraulics – water & waste water) low density residential allotments. The size of these lots to be from 2,000 to 3,000 sqm. The report state that there is a significant opportunity for the supply of this form of rural residential land across Campaspe.
- More recently Campaspe has seen a surge in rural residential lots sales with the release of LDRZ residential estate "Echuca Fields". A 2000 sqm lot initially priced at \$240,00 has recently risen to \$375,000 to \$399,000.

Growth scenarios

Growth scenarios can provide the information used to determine the future demand for housing development. The report from Spatial Economics provides three scenarios for residential growth which covers all residential zones (below):

1. Dwelling forecasts undertaken for the Campaspe Shire Council by ForecastID. Dwelling requirements from 2021 to 2036 at 155 per annum or a 0.8 per cent annum growth rate.
2. VIF2019- dwelling forecasts undertaken by the Victorian State Government. Dwelling requirements from 2021 to 2036 at 99 per annum or a 0.6 per annum growth rate.
3. Recent trend high growth – assumes recent residential building approval activity continues. Dwelling requirements from 2021 to 2036 at 191 per annum or a 1.0% per annum growth rate.

Based on further analysis from this report and the indication of a strong demand occurring for “rural living” type housing the following scenarios have been developed specifically around RLZ and LDRZ in mind.

1. The base scenario for dwellings on land that is rural residential (LDRZ and RLZ) is 10+ dwellings per annum, based on approximately 50 dwellings developed over the course of 5 years. Over the period of 2021 to 2036 it is expected the demand be approximately +150 per annum.
2. Higher growth scenario provided as a response to the recent surge in dwelling approvals and vacant lot sales in the Echuca (Echuca fields with over 80 vacant lot sales in a two-year period). It is assumed that the demand for low density and rural living equates to 19 dwellings per annum.
3. A five-year growth surge that accounts for the recent surge of sales in Echuca Fields. The demand for low density and rural living dwellings increases to 40 dwellings per annum over the next five years, before stabilising at 20 dwellings per annum.

These scenarios have been used to assist in determining supply for each township and the municipality.

4. Planning framework

The following provides an overview of the relevant planning policy context in relation to residential growth for Campaspe.

State Planning Policy Framework

The State Planning Policy Framework (PPF) provides a state-wide context for land use planning and related decision-making by planning authorities. This includes planning for new and existing communities that are liveable, provide a diversity of choice and have a high standard of urban design and amenity.

State policy particularly aims to “prevent environmental problems created by siting incompatible land uses close together and to facilitate sustainable development that takes full advantage of existing settlement patterns, and investment in transport and communication, water and sewerage and social facilities”.

The *Regional Victoria Settlement Framework* establishes the concept of a hierarchical network of regional cities, regional centres and towns and the principles which aim to maintain the quality of regional environments and the character of networked settlements. Urban growth is to be directed towards key settlements rather than dispersed across the municipality with an urban land supply requirement for projected population growth in each settlement of at least 15 years.

Local Planning Policy Framework (LPPF)

The LPPF sets out the Municipal Strategic Statement and the Local Planning Policies that apply to the area covered by this Planning Scheme and includes the provisions about their operation. This sets out the provisions, key issues and strategic vision for the Shire, including settlement and housing and the need to provide well located and accessible housing across the Shire to accommodate demand and attract new residents.

Council’s key strategic directions relating to settlement are to:

- Facilitate development in towns subject to land capability, infrastructure availability, environmental considerations and demonstrated demand.
- Balance the growth of townships with the protection of agricultural, heritage and natural assets.
- Avoid the growth of towns that encroach on environmentally sensitive areas.
- Facilitate development in accordance with the relevant Town Structure Plans.

Part of the LPPF also ensure that’s any land zone for residential purposes is identified on the town structure plans and;

- Is not liable for flooding;
- Is not an existing or potential future industrial area;
- Does not conflict with existing viable agricultural operations and the natural environment
- And will not consume high quality agricultural land.

Residential zones

- Low Density Residential Zone (LDRZ)

LDRZ specifies a lot size of at least 0.4 hectares in areas where reticulated sewerage is not connected or 0.2 hectares for each lot connected to reticulated sewerage. A different lot size can be specified in a schedule to the zone.

- Township Zone (TZ)

Township Zone (TZ) is a residential zone. It is applied to small towns with no specific structure of residential, commercial and industrial land uses.

- General Residential Zone (GRZ)

General Residential Zone (GRZ) is the 'default' residential zone. It is primarily associated with cities and larger townships, such as Echuca, Kyabram and Rochester, and specifies land suitable for dwellings which does not allow for a broad range of commercial uses.

- Rural Living Zone (RLZ)

RLZ allows for residential use in a rural environment, including agriculture land uses which do not adversely affect the amenity of surrounding land uses.

- Rural Conservation Zone (RCZ)

RCZ is a conservation zone that caters for rural areas with special environmental characteristics. It is primarily concerned with protecting and conserving rural land for its environmental features and habitat and also allows a dwelling.

5. Population growth

Population growth for the Campaspe Shire has been modest with an average annualised growth of 0.1 per cent from 2016 to 2020 or 20 persons per annum. In recent years, the rate of population growth has increased to 0.2 per cent per annum. The most significant growth has been located within the residential greenfield locations of Echuca and Kyabram.

Key economic indicators relevant to this project are:

- Strong population growth
- Strong forecast dwelling growth
- Strong local job growth
- Industry
- Unemployment and household income
- Covid and the shift to working from home

A local housing analysis should:

- Identifying demographics trends, including changes household structure and composition
- Identifying housing market trends, including dwelling type
- Identify projected population and household increases and housing needs over a period for the area
- Identify the number of types of additional houses required including the proportion of new housing that would be in the form of rural residential development

Table 1 provides information on the growth or decline rates of the 2021 census, since the 2016 census. The key takeaway is the increase in population from 2016 to 2021 and the increase in dwellings. Campaspe has also seen an increase in lone person households and a decline in couples with children. This is relevant to this study as it provides information on what type of housing might be in demand because of household size. Each township section will go more into the population highlights and how they factor into this review.

Population Summary

Campaspe Shire - Total persons	2016			2021			Change 2016 to 2021
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Usual Resident Population	37,061			38,735			+1,674
Total dwellings	16,876		NA	17,837		NA	+961
Average household size	2.37		2.36	2.34		2.35	-0.03
Couples with children	3,729	25.2	25.3	3,754	23.4	24.6	+25
Couples without children	4,348	29.4	27.1	4,757	29.6	28.0	+409
One parent families	1,416	9.6	10.1	1,628	10.1	10.1	+212
Lone persons	3,912	26.4	27.0	4,451	27.7	27.5	+539

High income (\$2,500 per week or more)	10.1%	12.5%	11.5%	14.9%
Low income (less than \$650 per week)	22.9%	22.9%	29.5%	26.7%

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2021 and 2016. Compiled and presented in profile.id by [.id](#) (informed decisions).

Campaspe is expected to experience a steady growth over the next 10 years or so, as illustrated in table 2. Over 4000 new residentials, with an additional 2000 dwellings required.

Forecast population, housing and dwellings

	Forecast year				
	2016	2021	2026	2031	2036
Population	37,436	38,358	39,591	41,097	42,706
Change in population (5yrs)		922	1,233	1,505	1,609
Average annual change		0.49%	0.63%	0.75%	0.77%
Households	15,486	15,994	16,637	17,353	18,103
Average household size	2.37	2.35	2.33	2.32	2.31
Population in non-private dwellings	706	770	770	800	800
Dwellings	17,044	17,619	18,328	19,117	19,949
Dwelling occupancy rate	90.86	90.78	90.77	90.77	90.75

Source: Population and household forecasts, 2016 to 2036, prepared by [.id](#) (informed decisions), December 2017.

In 2021 to 2036, the residential development activity (dwellings) forecasts a 1.0% average annual increase in dwellings or 191 dwellings per annum. Table 3 provides an overview for each town and area from the period of 2016 to 2026. For specific time periods:

- 2021 to 2026 – 182 dwellings per annum;
- 2026 to 2031 – 191 dwellings per annum; and
- 2031 to 2036 – 201 dwellings per annum.

Forecast dwellings and development

Campaspe Shire Council Area	2016		2036		Change between 2016 and 2036	
	Number	%	Number	%	Number	%
Shire of Campaspe	17,044	100.0	19,949	100.0	+2,905	+17.0
Echuca (Central - East)	2,888	16.9	3,070	15.4	+182	+6.3
Echuca (South - East)	1,210	7.1	1,432	7.2	+222	+18.4
Echuca (West)	2,323	13.6	3,655	18.3	+1,332	+57.3
Kyabram (East)	1,470	8.6	1,864	9.3	+394	+26.8
Kyabram (West)	1,915	11.2	2,246	11.3	+331	+17.3
Lockington - Gunbower & District	1,735	10.2	1,835	9.2	+100	+5.8
Rochester	1,489	8.7	1,595	8.0	+106	+7.1
Rushworth & District	1,378	8.1	1,446	7.2	+68	+4.9
Stanhope & District	1,112	6.5	1,152	5.8	+40	+3.6

Tongala & District	1,524	8.9	1,654	8.3	+130	+8.5
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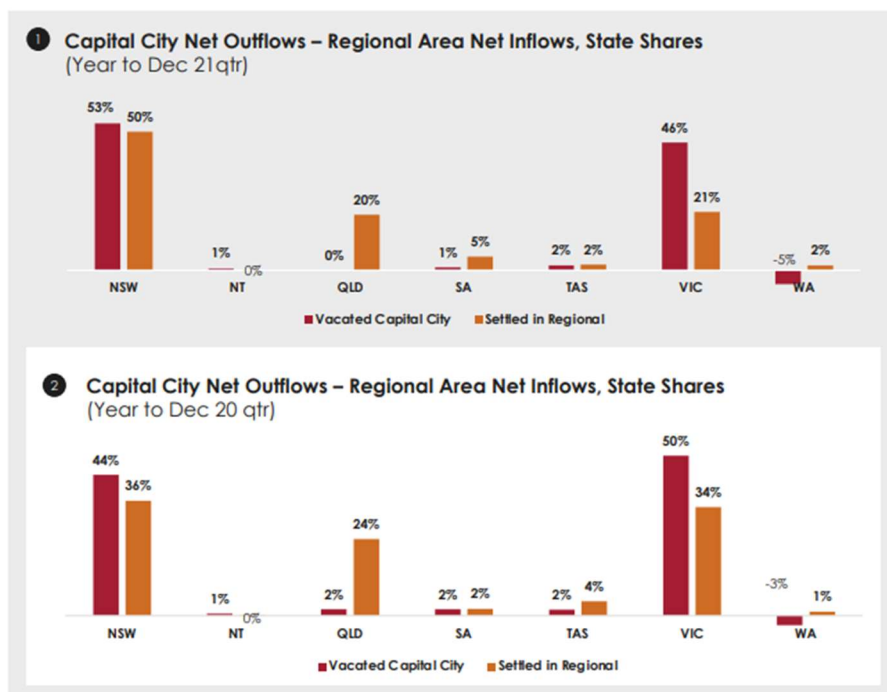
Source: Population and household forecasts, 2016 to 2036, prepared by [.id](#) (informed decisions), December 2017

Covid 19 pandemic

There could be potential impacts to population changes for Campaspe because of Covid-19. The 2021 census date will be able to provide more insight on how Covid will impact ongoing population growth. We do know that the Australia’s population is expected to be smaller and older than projected prior to the onset of the pandemic, (Commonwealth Government’s Centre for Population, December 2020). What we don’t know is how that will impact regional areas compared to the capital cities who are expected to be impacted the most.

The adoption of remote working arrangements during the pandemic offers new opportunities for encouraging settlement in mid-sized cities or towns that offer better quality of life. There has been initial migration resulted in a net loss of 11,200 people from Australia’s capital cities in September quarter of 2020. At the same time, regional areas experienced significant growth in house prices as demand for properties increased³.

Other research conducted by the Commonwealth Bank, which tracks the movement of its customers from Australia’s cities to regional areas, illustrates the net impact of the pandemic on regional areas. The following figure highlights the move to regional Victoria, over a third in 2020.



³ Vij, A., Ardeshiri, A., Li, T., Beer, A. and Crommelin, L. (2022) *Understanding what attracts new residents to smaller cities*, AHURI Final Report No. 375, Australian Housing and Urban Research Institute Limited, Melbourne, <https://www.ahuri.edu.au/research/final-reports/375>, doi: 10.18408/ahuri3226201.

6. Stage 1- Strategic context

Stage 1 of the review incorporates the documents and plans that outline the current and historical strategic direction for the Shire. The following documents provide the strategic context when reviewing residential land supply and demand.

Regional Rural Land Use Strategy 2008

In 2006 Campaspe Shire Council partnered with Moira Shire and the City of Greater Shepparton to undertake a comprehensive study of the rural areas of the three municipalities. In addition, the study sought to introduce new zones released by the Minister for Planning into the Campaspe Planning Scheme (Farming Zone, Rural Conservation Zone and Rural Activity Zone). A Regional Rural Land Use Strategy was adopted by Campaspe Shire Council on 21 October 2008, and a planning scheme amendment (Campaspe C69) subsequently gazetted on 19 September 2013.

Echuca Housing Strategy 2011

The Echuca Housing Strategy identified land for residential growth to be rezoned and developed, including major residential growth area for Echuca (west). This has led to the Echuca West Precinct Structure Plan.

Campaspe Settlement Strategy 2015

To manage and maintain the growth and development of townships and areas within the Campaspe Shire, the Campaspe Settlement Strategy was prepared in 2015. This document aimed to establish the strategic principles and the recommended policy actions under which a rural and town settlement strategy can be implemented in the Shire. This is part of Campaspe Planning Scheme and forms the strategic direction for each main township and smaller settlements.

The objectives of the Campaspe Settlement Strategy were to:

- Identify a zoning structure for all Campaspe Shire towns and settlements that diversifies the land use mix and adds value to the investment choices available in towns;
- Identify a zoning structure which supports State and regional planning policy;
- Ensure that zoning changes do not encourage further fragmentation of productive farming land or inhibit existing agricultural practices, and
- Identify any other land use planning initiative which might assist settlements to proactively address population loss and retain an acceptable level of functionality.

Loddon Mallee Regional Strategic Plan 2015-2018

Campaspe Shire is part of the Loddon Mallee Region and a Regional Growth Plan (RGP) has been established by the State Government to support the regional framework. A broader *Loddon Mallee Regional Strategic Plan 2015-2018* also reinforces settlement strategies in the PPF.

The RGP identifies a range of settlements, their population and projected growth rates and a range of selected utilities and services available to them. The settlement types of 'regional city', 'regional centre', 'town' and 'small town' have been designated to each of them. They form part of a regional hierarchy of settlements ranked in accordance with their relative significance to the region as a whole. It is acknowledged that smaller settlements, including very small clusters, should continue to play a vital role in the settlement framework of the State and each region.

In relation to the Shire of Campaspe, Echuca is defined as a 'regional centre' with an existing diversity of services able to absorb further growth. Kyabram, Rochester and Tongala are 'towns' and a number of other settlements in the Shire - Girgarre, Stanhope, Lockington and Gunbower, among others- are identified as 'small towns' that should be supported to make them *more resilient and adaptable*. The plan identifies these 'small towns' as commuter towns with limited services, providing affordable housing alternatives for employees in Shepparton and Echuca.

Council Plan 2021-2025

The Council plan provides a blueprint to achieve Council's strategic priorities and directions over the next four years. The key relevant themes within the Plan include "well planned places" and "growing quality of life". Relevant objectives and actions within each theme include:

- Land availability
- Local infrastructure & attractions
- Services available locally
- Inclusive & connected

7. Stage 2- Land Supply and Demand Assessment

The Residential Land Supply and Demand Assessment, completed by Spatial Economics (background paper) utilised the existing strategic context from Stage 1 of this review to complete and demand and supply assessment of residential land within the Shire.

The initial assessment including the following:

- the identification of historical and current residential lot construction activity by supply type and location;
- identification of all residential land supply stocks including estimates of lot yields on a project by project basis;
- assessment of the stock of rural residential lands;
- examination of the quantum and composition of future residential demand;
- presentation of potential future demand scenarios; and
- estimation of the years of supply of undeveloped broad hectare residential land stocks.

The major recommendations from the report included:

- Increasing the stock and diversity of land available in Echuca to maintain industry competition, housing affordability and the continued provision of geographic competition and choice, including increasing stock of rural residential lands (Rural Living Zone and/or Low Density Residential Zone).
- Investigate potential rezoning of Farming Zone to Township Zone or Low-Density Residential Zone to accommodate future growth in Tongala.
- No requirements to consider any significant rezoning for General Residential for the townships of Rochester and Kyabram.

Other recommendations also included monitoring demand for Low-Density Residential Zone land parcels, including investigation of rural living or low density across the Shire where appropriate.

The preliminary recommendations are premised on the existing and likely future land supply-and-demand environment. However, the recommendations are also based on the following principles:

- Provision of diverse residential supply opportunities can create localised demand;
- Facilitating a competitive land supply market with Campaspe and to competing regions; and
- Provision of land supply opportunities where existing opportunities are minimal (even within a 'perceived' low demand area).

Council have used this report and the above recommendations as a basis for the current report.

8. Township review

8.1 Echuca

About

Echuca is the major urban centre in the Shire of Campaspe and has a population of approximately 16,000 residents. Echuca has been the main centre of population growth in the Campaspe Shire for the past several decades, with the growth coming from both within and outside the Shire.

The 2021 census population for Echuca was 15,056. The population is forecasted to have a steady increase over the next 20 years. The medium age is 45 years of age, compared to 47 for Campaspe and 38 for Victoria⁴.

Population growth has averaged 0.2% (or 40 people) per year since 2016, however is expected to increase in the wake of the COVID pandemic and the rezoning of 614ha of Farming Zone to Urban Growth Zone in Echuca's West. The population is expected to more than double with the Echuca west expansion, growing by 1.2% (or approximately 200 people) per year. It is notable that Moama has experienced recent growth rates of up to 2.6% over the same time period, including growth of 3.5% in the last financial year (2020-2021). There are numerous reasons for this, one being that Moama seems to offer a higher number of residential estates and which offer distinct lifestyle attributes, including a diversity of lot sizes and proximity to the river. Recently on the market in Moama, lot sizes are on average approximately 1000 sqm. The median lot size for Campaspe is typically between 690 sqm to 800 sqm.

Analysis of household income in 2021 for Echuca and district compared to Campaspe Shire shows that there was a higher proportion of high income households (those earning \$2500 per week or more) and a similar proportion of low income households (those earning less than \$650 per week). Overall 13.0 per cent of the households earned a high income and 28.4 per cent were low income households, compared with 11.5 per cent and 29.9 per cent respectively for Campaspe Shire⁵. Compared to 2016 there has been an approximate 7 per cent increase in low-income households in Echuca and Campaspe Shire.

The main industries in Echuca are tourism, with significant industrial and service sectors. The town is known throughout the State and the Country for the historical significance of the Echuca Port Precinct and the surrounding bushland along the Murray River, as well as its warm climate. These factors, among others, have contributed to its status as the main town of the Shire and as a regional centre for growth, and are factors that continue to attract new migrants to the region.

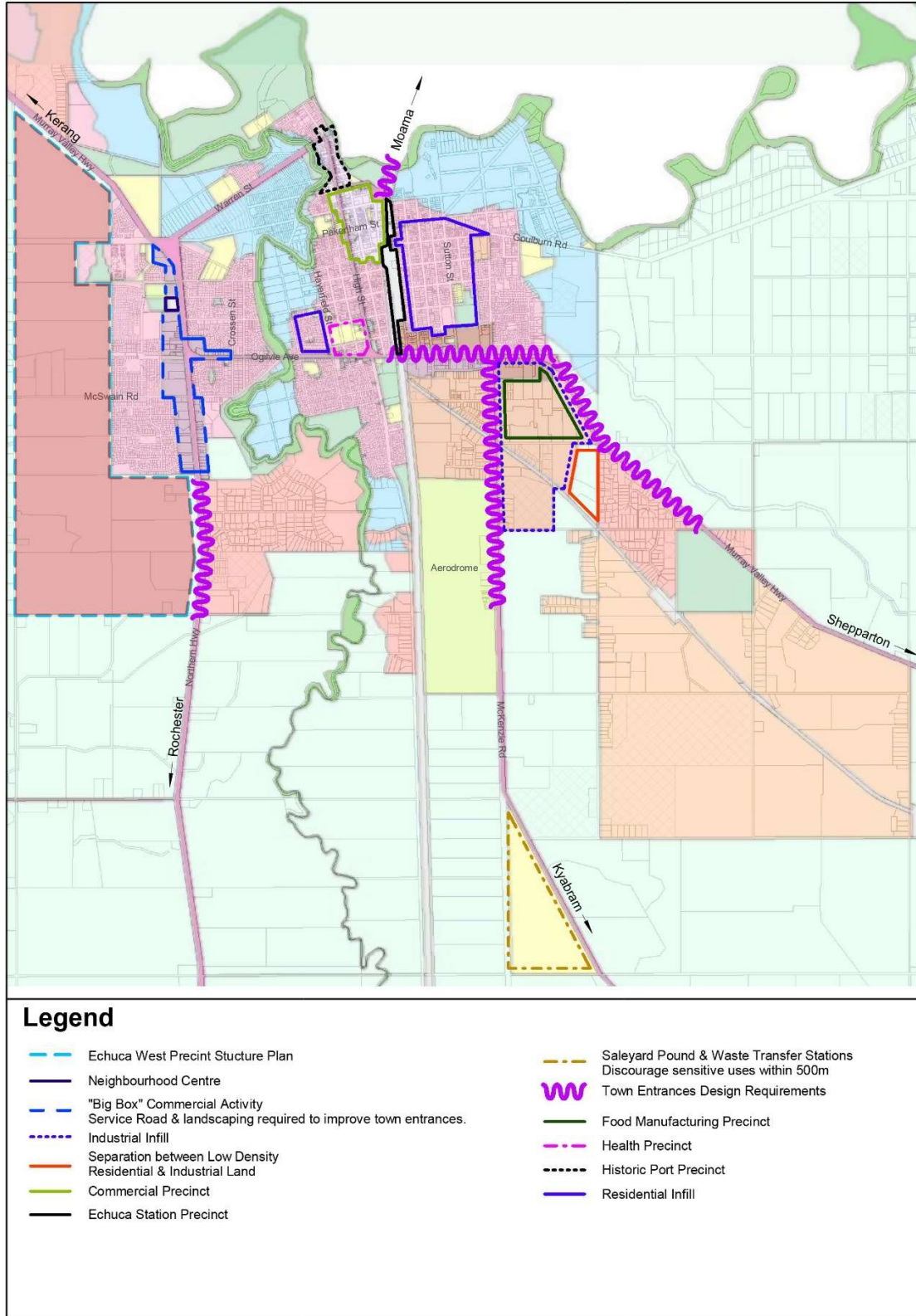
There are four primary schools (three public and one catholic), two secondary schools (one government and one catholic) and one P-12 Christian College in Echuca. There are four kindergartens, one in a childcare premises for long kindergarten program suitable for working parents. There are also three childcare centres. The town also has two recreation reserves, indoor swimming pool and gymnasium, playgrounds, and a substantial commercial core along Hare Street, anchored by a number of supermarkets and retail stores. A second commercial precinct is located to the north, along High Street, that is part of the Port Heritage precinct and is more focused on tourism. Echuca also has a regional hospital, as well as numerous health and medical facilities.

The map below shows the township of Echuca. The majority of the town is zoned General Residential Zone, with significant Commercial, Industrial and Public Recreation precincts. Areas close to the Murray and Campaspe Rivers, and to the east of the town, are also within the Urban Floodway Zone (coloured blue in the below map). Moama is a significant and growing urban centre across the Murray River in New South Wales that forms part of a common urban area with Echuca.

⁴ Australian Bureau of Statistics, Census of Population and Housing 2021

⁵ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed July 2022

Map 1 Echuca structure plan



Constraints

Constraints to residential land supply and development in Echuca include those areas within the Urban Floodway Zone, which is located along the banks of the Campaspe and Murray Rivers. The Urban Floodway Zone is one of the most restrictive zones in the state and limits new development in these areas. Particularly development where there is potential flood risk to life, health and safety.

There are also significant areas of Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO) which doesn't necessarily prohibit development but would require a permit to assess the suitability of any development within those overlays.

Further areas of constraint include the Restructure Overlay, particularly in Echuca Village, which dictates and limits areas of future development. The Restructure Overlay was applied to limit development of dwellings based on the impact of flooding.

The Echuca Southeast Rural Living Zone has been subject to a previous amendment which allowed for additional lots and will not be considered further due to flooding, access and proximity to the Industrial Zone 1.

Lots constructed

Echuca has accounted for the majority of lot construction activity in the municipality over the last five years (81 per cent; average 89 lots per annum), including 77 per cent of lot construction and development in residential areas (i.e. those areas in the General Residential or Township zones).

Dwelling approvals

Since 2008, the majority of residential construction activity has occurred in Echuca (66 per cent), increasing to more than 80 per cent since 2016. This is consistent with Echuca's role as the main town and service centre and the general movement of population from smaller rural centres to larger rural towns.

Supply- Residential land

Echuca is estimated to currently have approximately 657 hectares of land (with an estimated yield of 5,000 dwellings) identified for potential future residential development; the majority of which is in the new Echuca West PSP. This is estimated to represent approximately 25 years of future growth potential at current growth rates. Of this land, the majority of the allotments are to be within the 500-1000sqm range, which have constituted the clear majority of construction approvals (94 per cent) across Campaspe Shire over the last 15 years.

Of remaining land types, infill development is considered to form a small but significant portion of land supply availability in Echuca, constituting approximately 20 per cent of construction activity over the last 15 years across the Shire. This is a larger than average per centage of infill development compared to similar regional towns and districts across the state and is considered to form a significant portion of latent supply of residential land in the municipality. Almost half of infill lot development was for lots under 500sqm (median lot size 562sqm), being developed from lots between 500-1200sqm, with much of this development occurring in Echuca. Other townships and areas had larger infill lot sizes and will be discussed separately.

Supply- Rural Living and Low Density Residential Zone

Echuca contains the majority of rural residential land in Campaspe Shire (approximately 70 per cent), which is currently located primarily to the south east (Echuca South East Rural Living Precinct); south (Low Density Residential precinct) and north-west of the town (Wharparilla Drive precinct). Of the currently zoned rural residential land in Echuca, a significant portion is either already developed or in the process of staged development (eg. Echuca Fields estate); in the early stages of land sales and staged development approvals (eg. Wharparilla Estate) or expected to be developed in the near future (eg. Mary Ann Road).

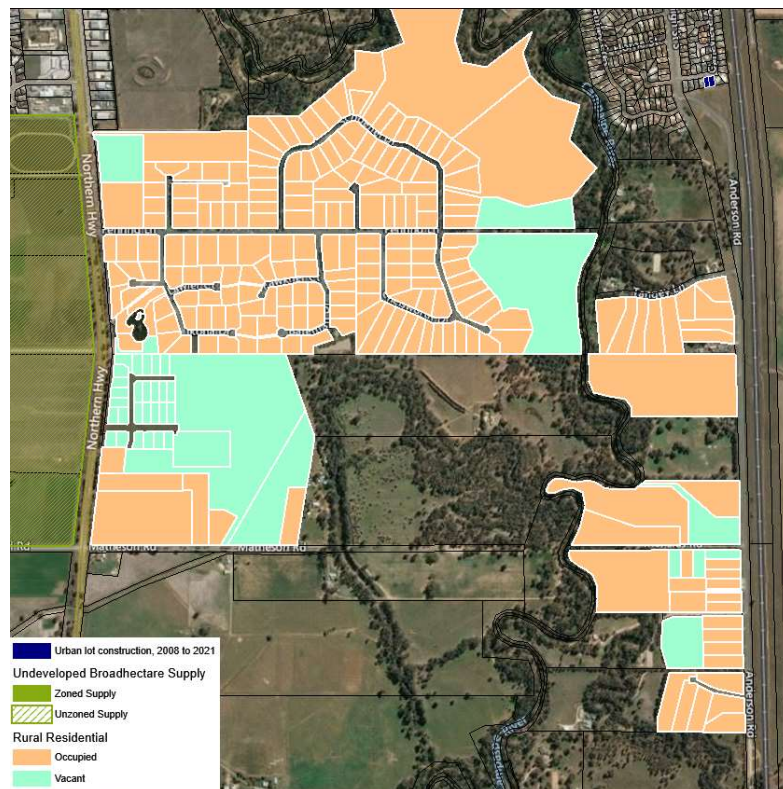
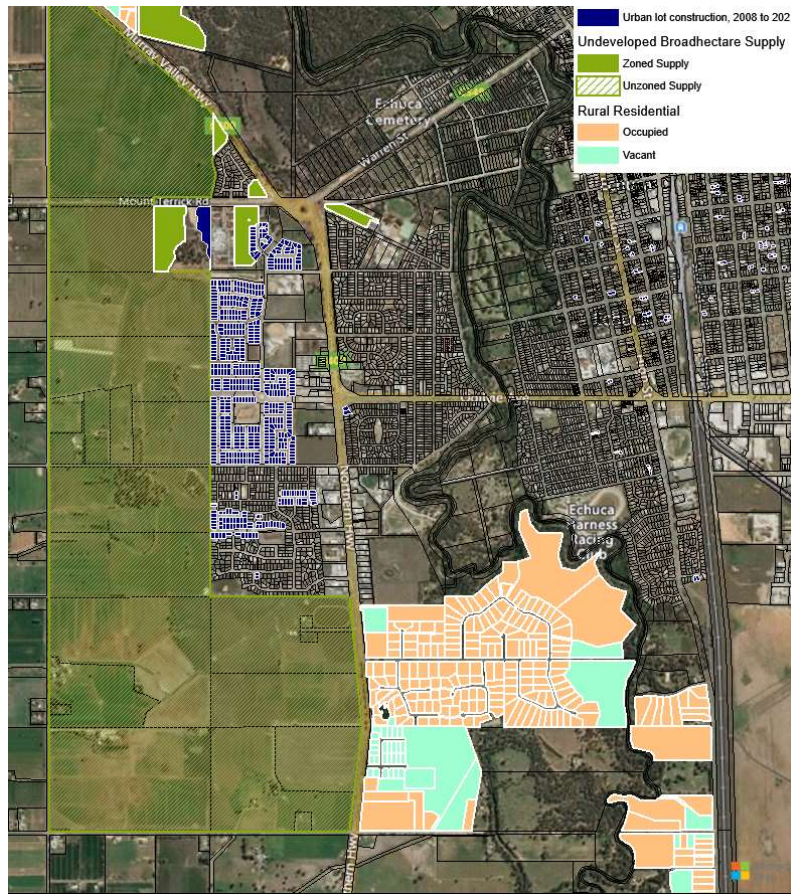
It is estimated that there are currently 74 vacant rural residential lots in Echuca out of a total rural residential land stock of 657 lots, representing approximately 12 per cent vacancy rate. Though further analysis suggest this is a lot less and more like 20 vacant lots. Lot construction activity for rural residential allotments has increased in recent years, with up to 30 lots being constructed in 2020/21, which reflects the increasing demand for these kinds of lifestyle allotments and lot sizes and that are reflected in other rural centres and municipalities, including neighbouring Moama.

Given the vacancy rate of 12 per cent and the increase in growth in lot construction for low density residential zone over the recent years, it is evident that Echuca has experienced shortage in lots sized from 1500-4000m². Land sales have indicated a strong market preference for low density living, with lots that have been available being purchased in short time frames with demand exceeding expectations.

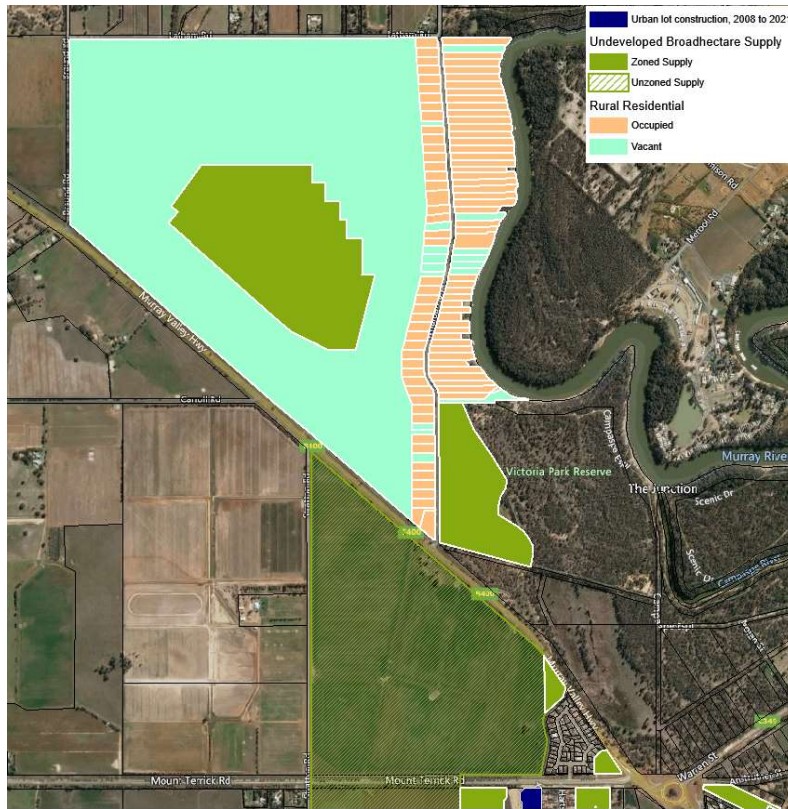
Echuca land supply summary

Lot construction (total) 2008 to 2021	1032
Vacant lot stock – urban	-
Broad hectare - Zoned (area - hectares)	657
Broad hectare - Zoned (lots)	5000
Total Lot Stock -rural residential (area/hectares)	-
Vacant Lot Stock -rural residential (area/hectares)	-
Total Lot Stock -rural residential (lots)	657
Vacant Lot Stock -rural residential (lots)	74

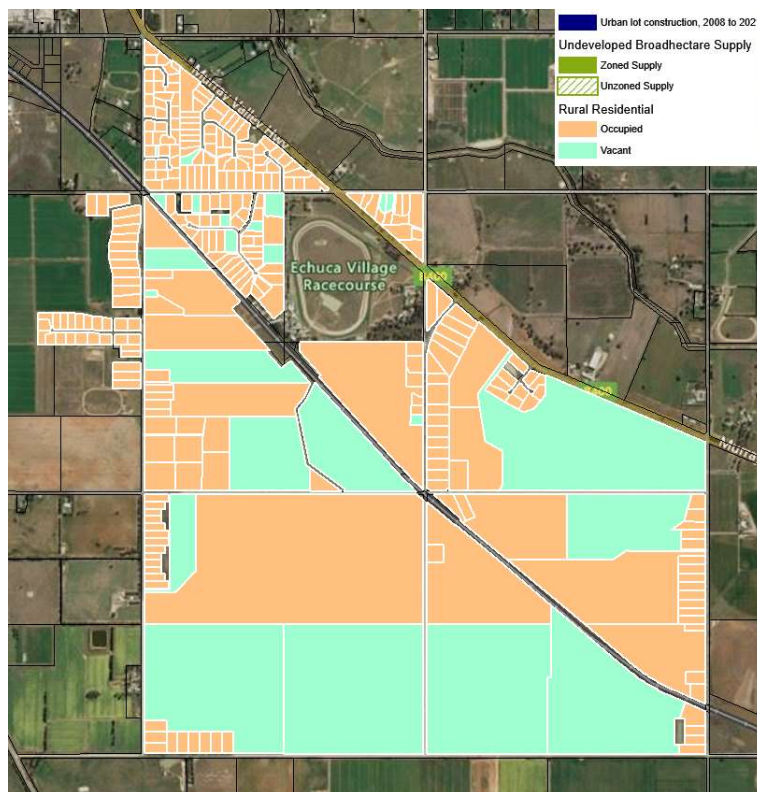
Map 2 Residential land supply profile – Echuca West and Echuca South



Map 3 Residential land supply profile – Echuca North West (Wharparilla)



Map 4 Residential land supply – Echuca South East



8.2 Kyabram

About

Kyabram is the second largest centre in the Campaspe Shire and is home to an estimated 7,640 people. Since 2016 there has been an increase of 108 people.

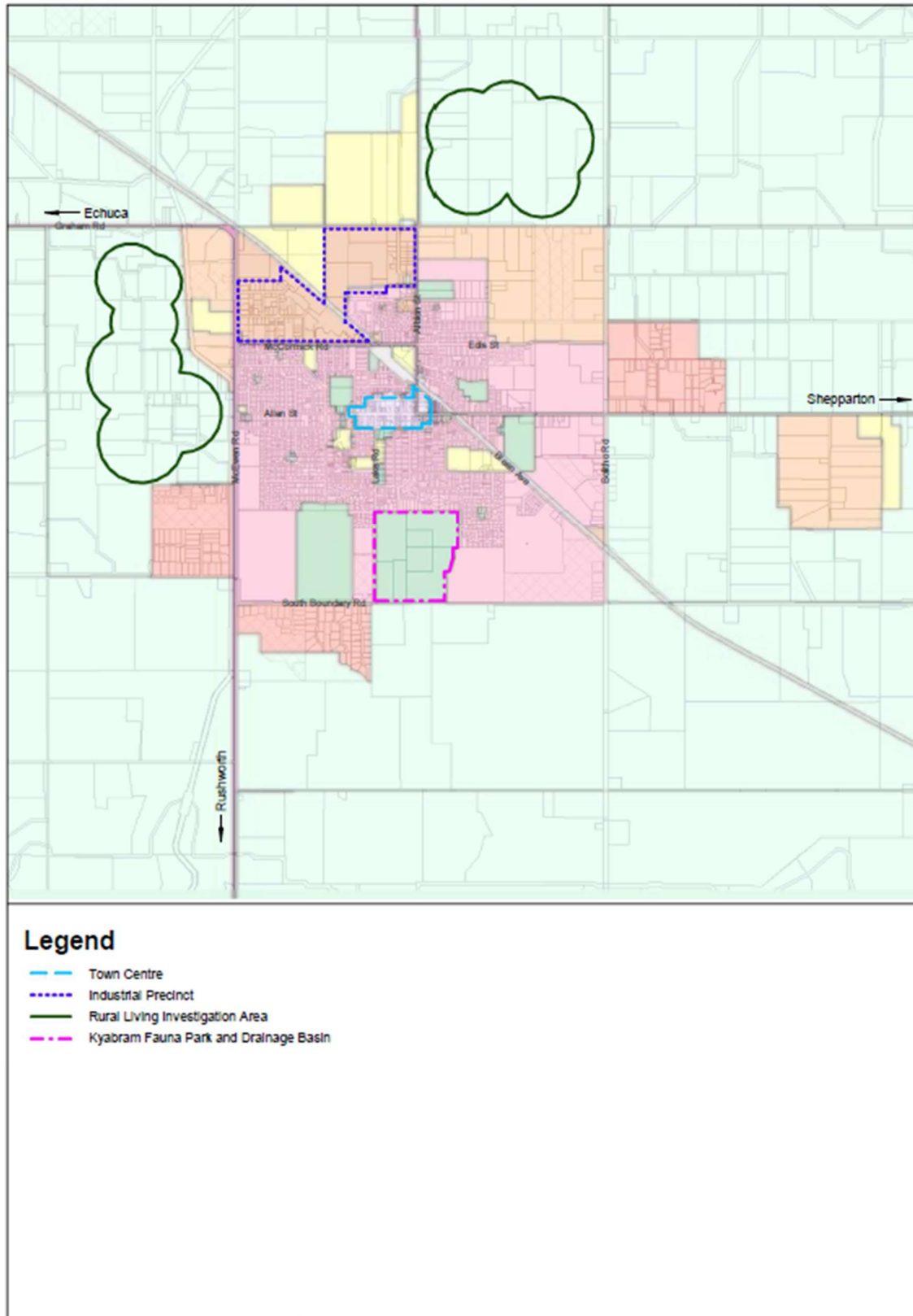
The median age is slightly lower at 45 years of age, compared to 47 for Campaspe and higher than Victoria's median age (37)⁶. Analysis for the household income levels in Kyabram in 2021 compared to Campaspe Shire shows that there was a smaller proportion of high income households (those earning \$2500 per week or more) and a higher proportion of low income households (those earning less than \$650 per week). Overall 9.9 per cent of the households earned a high income and 31.4 per cent were low income households, compared with 11.5 per cent and 29.9 per cent respectively for Campaspe Shire. There has been an increase in low income households by approximately 8 per cent since 2016.

Kyabram is a significant service centre for the surrounding rural communities. It is located 30 minutes from Echuca and Shepparton making it an ideal place to live and commute for employment, health and education.

The map below shows the township of Kyabram. The majority of the town is zoned General Residential Zoned with areas of Industrial and Rural Living Zone or Low Density Zone Residential Zone on the outskirts of town. There are two schools in Kyabram (a catholic P-12 and a government P-12), two kindergartens and two child care centres. The town also has the Kyabram Fauna Park, two recreation reserves, a swimming pool, playgrounds and substantial commercial core along Allan Street, anchored by a supermarket and retail stores. Kyabram also has a District Health Service Hospital and numerous medical clinics and health services.

⁶ Australian Bureau of Statistics, Census of Population and Housing 2021

Map 5 Kyabram structure plan



Constraints

Kyabram was built in a depression and is land which is heavily irrigated, which can result in problems associated with stormwater and inundation. This has impacts on development, particularly to the north and west of the town. Furthermore, Kyabram is a regional centre of agricultural production and arable, irrigated land, which requires that farmland be maintained, where possible, for agricultural use.

Lots constructed

Kyabram has accounted for approximately 8 per cent of lot construction activity in the municipality over the last five years (average 9 lots per annum), the majority of which have been greenfield residential lot construction and development.

Dwelling approvals

While the majority of residential construction activity in the municipality since 2008 has occurred in Echuca (66 per cent), Kyabram accounts for the next largest share of activity (19 per cent or 35 dwellings per annum) in the shire which is reflective of its stable population and economic base.

Supply- General Residential Zone

- Kyabram is estimated to currently have approximately 400 hectares of land (with an estimated yield of 2407 lots) identified for potential future residential development; with a number of residential developments currently under construction or in the planning permit phase.
- This is estimated to represent approximately 25 years of future growth potential at current growth rates and forms more than half (72 per cent) of the overall residential land stock availability in the municipality.
- Majority of the allotments are to be within the 500-1000sqm range, which have constituted the clear majority of construction approvals (94 per cent) across Campaspe Shire over the last 15 years.
- Infill development is considered to form a negligible part of land supply availability in Kyabram, and is unlikely to form a significant part of future development owing to the amount of residential land available in the town.

Supply- Rural Living Zone/Low Density Residential Zone

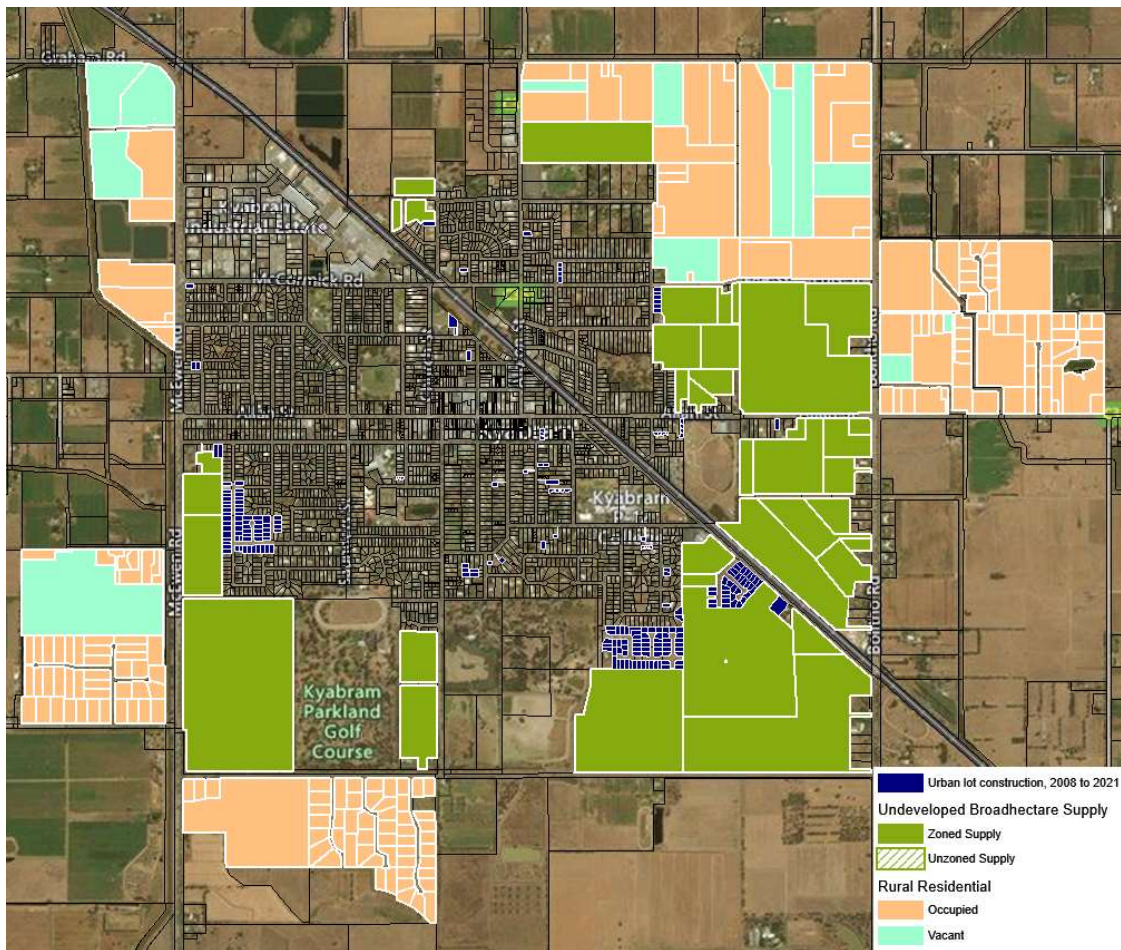
- Kyabram contains approximately 6 per cent of the total rural living land in Campaspe Shire.
- Since 2008, 6 rural residential allotments have been developed in Kyabram, which is indicative of the limited availability of this land type in Kyabram.
- At the time of the Spatial Economics report it was estimated that there were 14 vacant rural residential lots in Kyabram, out of a total rural residential stock of 218 lots. This would represent an approximately 6.42 per cent vacancy rate.
- At the time of this report 17 low density residential zone lots have recently become available, with another 21 in the pipeline. This increases the vacancy rate to 9.78 per cent which is still relatively low. Though the additional 21 will bring the vacancy rate to 17.18 per cent.
- While vacancy rate seems low, there is suitable RLZ land available for further subdivision.

Kyabram land supply

Lot construction (total) 2008 to 2021	117
Vacant lot stock – urban	-
Broad hectare - Zoned (area - hectares)	400*
Broad hectare - Zoned (lots)	2407*
Total Lot Stock -rural residential (area/hectares)	400
Vacant Lot Stock -rural residential (area/hectares)	220*
Total Lot Stock -rural residential (lots)	218*
Vacant Lot Stock -rural residential (lots)	14

*approximate figures

Map 6 Land supply profile – Kyabram township



8.3 Rochester

About

Rochester is the third-largest urban centre in Campaspe Shire and has a population of approximately 3,154 residents. The population has remained relatively steady over the last 15 years, experiencing a slight increase of 0.3 per cent since 2016. The median age is also comparatively high at 50 years of age, compared to 47 for Campaspe and 38 for Victoria⁷.

Analysis of household income levels in Rochester and district in 2021 compared to Campaspe Shire shows that there was a higher proportion of high income households (those earning \$2500 per week or more) and a similar proportion of low income households (those earning less than \$650 per week). Overall 13.0 per cent of the households earned a high income and 28.4 per cent were low income households, compared with 11.5 per cent and 29.5 per cent respectively for Campaspe Shire⁸.

Rochester is approximately 20 minutes from Echuca and 50 minutes from Bendigo, with access to a train station and bus depot, making it an ideal location for commuting to these larger towns. The lower property prices and larger blocks of land in Rochester make it an attractive location for commuters and those seeking a more affordable lifestyle.

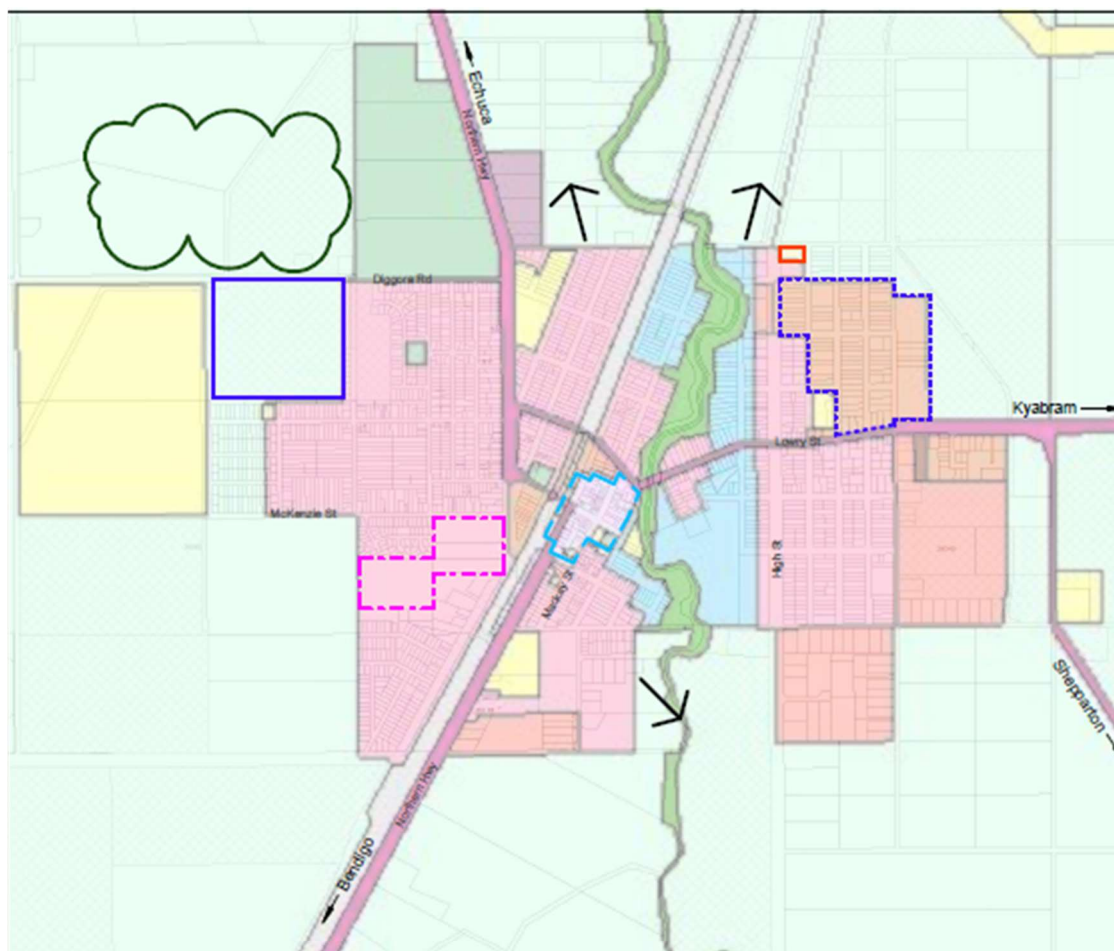
Rochester has three schools, two primary (government and one catholic) and one secondary college, as well as a kindergarten and a childcare service. Rochester is known for its heritage attributes in its central business area (Mackay Street). The main industry for Rochester is agricultural and local service industries, including education and healthcare. The town also has a district hospital service, recreation reserve, swimming pool, playgrounds and an industrial area located on the eastern edge of town. The broad range of services and facilities available and its location proximate to larger towns should make Rochester an attractive location for future residential development and further growth.

Rochester has a history of flooding and was heavily impacted by major flooding events in 1974, 1975, 1983 and most recently in 2011, which caused significant damage to areas of the town adjacent to the river. Significant portions of land adjacent to the river close to the centre of town are Urban Floodway Zone, a highly restrictive zone that does not permit new development due to flood risk.

⁷ Australian Bureau of Statistics, Census of Population and Housing 2021

⁸ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed July 2022

Map 7 Rochester structure plan



- Legend**
- Town Centre
 - - - Industrial Investigation Area
 - Rural Living Investigation Area
 - Transfer Station Buffer Sensitive Land Uses
 - Flooding Constraints
 - - - Short Term Residential Growth
 - Residential Zone Investigation Area

Constraints

Constraints to residential land supply and development in Rochester include those areas within the Urban Floodway Zone, which is located along the banks of the Campaspe River in the centre of town. The Urban Floodway Zone is one of the most restrictive zones in the state and limits new development in these areas. Rochester has a history of flooding, which limits development to the north and south of the town along the river, as well as in the east, which consists of large areas in the Floodway Overlay and Land Subject to Inundation Overlay (LSIO). This largely dictates that any new development should occur to the west and outer eastern edge of the town.

The old Murray Goulburn site in Rochester in the middle of the town restricts development. If this was to alter or be removed this could provide additional commercial potential for the township.

There is a mix of residential and industrial uses north of Lowry Street and east of High Street. It is important to ensure appropriate measures are taken to ensure any industrial use does not impact significantly on residential or vice versa.

Lots constructed

Like most other towns in the Shire outside Echuca, Kyabram and Tongala, there was minimal to no residential lot construction activity within Rochester in the last 5 years.

Dwelling approvals

Rochester has accounted for only a small per centage of residential dwelling approvals activity in the municipality over the last five years (5 per cent; average 9 lots per annum). Rochester has accounted for only a small per centage of residential growth in the municipality in the last 15 years, but it is noted that this growth is steady and has the potential to increase given Rochester's location in proximity to other service centres and larger towns; notably Echuca and Bendigo.

Supply- Residential Land

- A high-level assessment of Rochester shows there is currently an estimated 350 lots identified for potential future residential development. Most of this land is located on the western edge of the town (see map 10). However, much of the existing undeveloped land closer to the centre of town is in Land Subject to Inundation Overlay or Floodway Overlay which may prohibit or impact on the ability for housing development.
- There are existing subdivisions west of Queen Street that consist of large residential lots (approximately 3000sqm) that may be suitable for further infill development and subdivision, a trend which has already begun as of 2022.
- Land to the west of Hotham Street is noted as being anomalously zoned General Residential Zone and Farming Zone (Schedule 1), and demonstrates a history of prior subdivision that was not taken up but has potential for further growth.

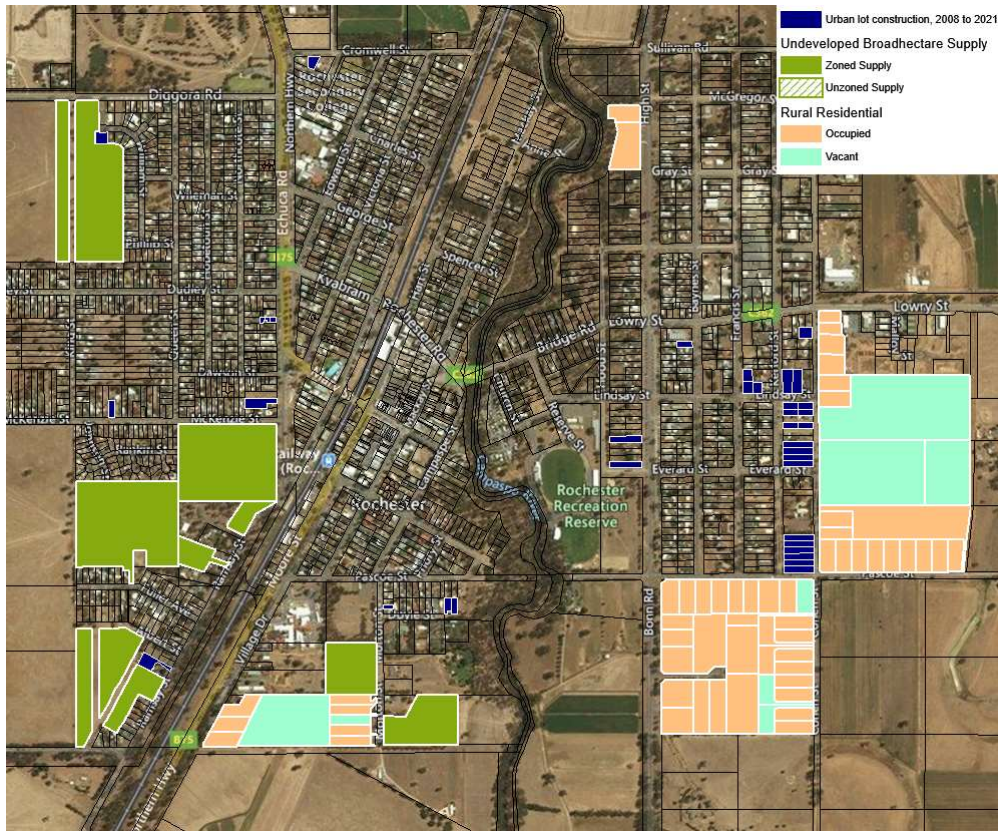
Supply- Rural living Land

- Rochester contains approximately 0.04% per cent of rural residential land in Campaspe Shire. It is estimated that there are currently 57 rural residential lots in Rochester, of which 8 are vacant, representing an approximately 14 per cent vacancy rate. This land is predominantly zoned Low Density Residential and is located to the east and south of the town.
- Within Rochester, there is currently only 8 vacant Low Density Residential Zone lots which is approximately 24 hectares. This would likely yield around 45 lots. Based on historic expressed demand, this is sufficient to meet medium to longer term demand levels.

Land supply - Rochester

Lot construction (total) 2008 to 2021	1032
Vacant lot stock – urban	350
Broad hectare - Zoned (area - hectares)	-
Broad hectare - Zoned (lots)	350
Total Lot Stock -rural residential (area/hectares)	80
Vacant Lot Stock -rural residential (area/hectares)	19
Total Lot Stock -rural residential (lots)	57
Vacant Lot Stock -rural residential (lots)	8

Map 8 Land supply profile – Rochester



8.4 Tongala

About

The 2021 census population for Tongala and district was 3807⁹, with the township population being 1973¹⁰ (important to note the statistical area for Tongala has changed from 2016 to 2021, or the updates from the 2011 have not been completed). The population is forecasted to remain steady over the next 20 years, with a small increase. The medium age is 41 years of age, compared to 47 for Campaspe and 38 for Victoria.

Analysis of household income levels in Tongala and district in 2021 compared to Campaspe Shire shows that there was a higher proportion of high-income households (those earning \$2500 per week or more) and a lower proportion of low income households (those earning less than \$650 per week) compared to the rest of the Shire. Overall 13.0 per cent of the households earned a high income and 28.4 per cent were low-income households, compared with 11.5 per cent and 29.5 per cent respectively for Campaspe Shire¹¹.

Tongala is known for its tight-knit community and dynamic economic base, being home to a range of small industrial and agricultural businesses. It is only 20 minutes from Echuca, 14 minutes from Kyabram and 39 from Shepparton, making it ideal for commuting.

There are two primary schools in Tongala (government and catholic), including a kindergarten and childcare centre. The town also has a recreation reserve, swimming pool, playgrounds, and a small commercial centre adjacent to the railway line.

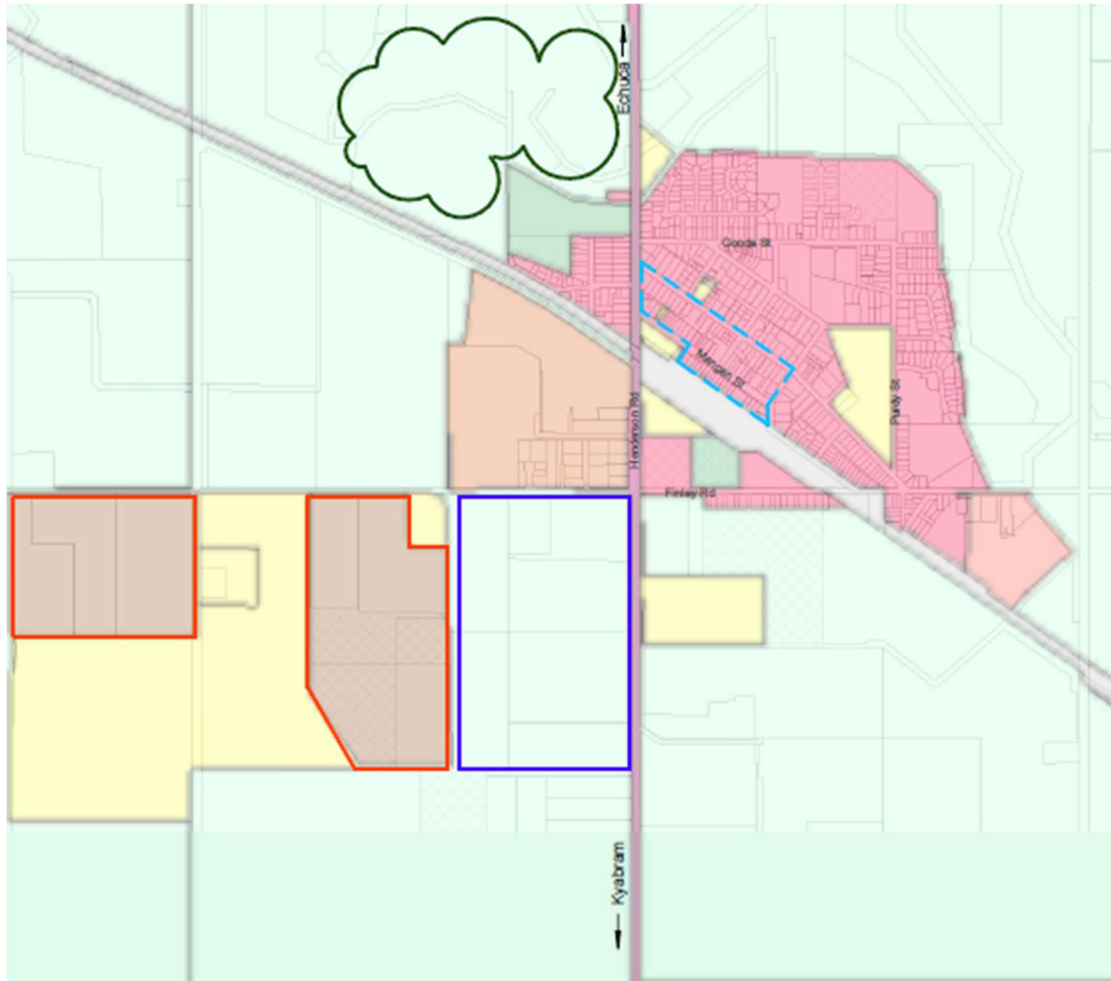
The map below shows the township of Tongala, the majority of which is zoned township zone, surrounded by productive farmland, with a small but notable industrial precinct to the west and south-west.

⁹ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed July 2022

¹⁰ Australian Bureau of Statistics, Census of Population and Housing 2021, QuickStats abs.gov.au/census/find-census-data/quickstats/2021

¹¹ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed July 2022

Map 9 Tongala structure plan



Legend

- Town Centre
- Rural Living Investigation Area
- Offensive Industrial Uses
- Long Term Industrial Growth

Constraints

Constraints to residential land supply and development in Tongala include the large industrial areas to the west of town, which limits development to the south and west of the railway line. Further constraints to land supply include the existing irrigation channel that circles the land to the north and east of the town, which restricts the current supply of residential land, however it is noted that this may change in future if the channel is removed, piped, or otherwise rationalised.

Lots constructed

Tongala has accounted for approximately 5 per cent of lot construction activity in the Shire over the last five years (average 5 lots per annum), the majority of which have been greenfield residential lot construction and development. While a small per centage of overall construction activity, it is indicative of steady demand within the town and reflects steady population growth within Tongala.

Dwelling approvals

Dwelling approvals since 2008 was approximately 50, with majority of these occurring in the last five years (data taken from Council dwelling approvals 2008-2022). Residential development forecasts assume the number of dwellings in Tongala will increase by an average of 6.5 dwellings per annum in 2036¹².

Supply- Residential Land (Township Zone)

- Tongala is estimated to currently have approximately 11 hectares of land (with an estimated yield of 79 lots) identified for future residential development. At this moment (August 2022) Tongala has approximately 12 years of future growth potential at current growth rates, and consists of land that is already zoned for development within the township.
- Infill development is considered to form a small but significant part of land supply availability in Tongala, consisting of 26 lots within the township.
- Tongala has a range of zoning within and surrounding the township, though the majority of the town is zoned TZ. There are opportunities for residential growth within the TZ, as well as a supply of vacant lots.
- The township structure plan in Clause 21.09 has been fulfilled in most instances with growth already occurring in the northern part of the town and low density residential provided south of Finlay Road.
- An area for Rural Living Zone has been identified in the structure plan and based on a high level assessment is one of the only areas close to the township that is suitable for future residential growth.
- Brose Reserve has been identified as surplus to the recreational needs for Tongala. This land is adjacent to a parcel in the TZ which has had a recent planning permit submission for a 23-lot subdivision. Brose Reserve, if rezoned to TZ could be developed with a similar lot yield.
- Tongala is restricted in growth for TZ because the town is surrounded by a channel and LSIO making access challenging and land inappropriate for residential development.

Supply- Rural Living Zone

- Tongala contains less than 0.01 per cent of all the rural residential land in Campaspe Shire.
- It is estimated that there are currently 6 rural residential lots in Tongala, of which only 1 is considered vacant, representing an approximately 20 per cent vacancy rate, albeit off a lot base. This lot is considered to provide adequate supply for 7 further allotments, but there is no further currently LDRZ supply in the township.
- The land highlighted in structure plan (map 14) for RLZ already has some housing associated with it therefore the impact on agriculture productivity if rezoned for residential land would be low.

¹² Campaspe Shire Council, .id Consulting, <https://forecast.id.com.au> (and associated pages), accessed March 2022

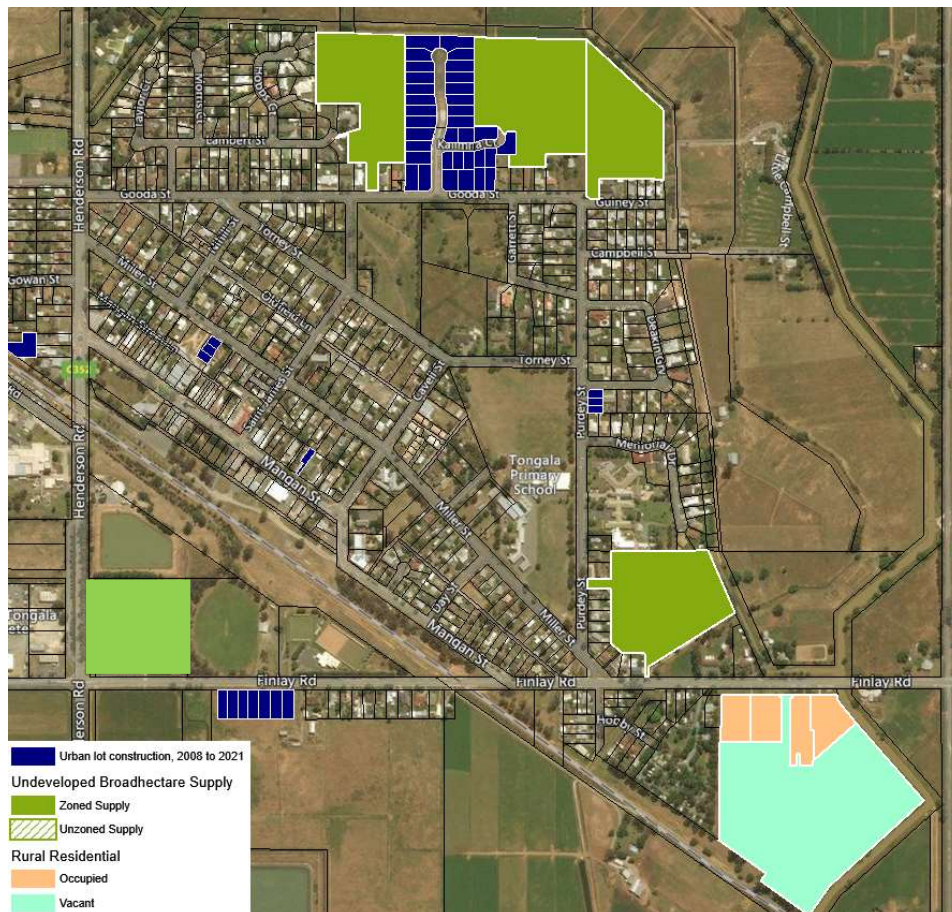
Land supply and demand profile provided by Spatial Economics is shown in the below table and corresponds to map 13.

Land supply – Tongala

Lot construction (total) 2008 to 2021	49
Vacant lot stock – urban	26
Residential/Township (area hectares)	13.5
Potential Residential/Township (lots)	79*
Total lot stock – rural residential (area/hectares)	9
Vacant lot stock – rural residential (area/hectares)	7
Total lot stock – rural residential (lots)	11
Vacant lot stock – rural residential (lots)	7

*Spatial Economics indicated 111, further analysis estimates 79 lots

Map 10 Land supply profile – Tongala



8.5 Rushworth

About

The 2021 census population for Rushworth was 1,411¹³, there has been a change in the statistical area so it's difficult to compare data from the previous census. Rushworth and districts population in 2021 was 2,541, an increase from the 2016 census. The population is forecasted to remain steady over the next 20 years, with a small increase. The medium age is also comparatively high at 56 years of age, compared to 47 for Campaspe and 38 for Victoria¹⁴.

Analysis of household income levels in Rushworth and district in 2021 compared to Campaspe Shire shows that there was a smaller proportion of high income households (those earning \$2500 per week or more) and a higher proportion of low income households (those earning less than \$650 per week). Overall 8.5 per cent of the households earned a high income and 34.7 per cent were low income households, compared with 11.5 per cent and 29.5 per cent respectively for Campaspe Shire¹⁵.

Rushworth is 40 minutes from Shepparton, 45 minutes to Echuca and 25 minutes to Kyabram, and could be considered an ideal location for commuting to these larger town centres. Being located in the southern portion of the Shire, Rushworth is also located in relative proximity to Melbourne and other regional tourism centres, such as Bendigo and Heathcote, and has potential for increased tourism and tourist infrastructure.

Rushworth is known for its heritage attributes and the surrounding bushlands of box iron bark in Rushworth State Forest. The main industry for Rushworth is agricultural and the town pride themselves on the historical significance the area and use this as a draw card to the town. There are two schools in Rushworth, one catholic primary and a P-12, as well as a kindergarten. The town also has a recreation reserve, swimming pool, playgrounds, supermarket and Waranga Health age care facility which also includes acute care unit, district nursing service and outpatient ambulatory services.

The town can be said to have a range of services that is atypical for a town of its size, and it serves a catchment area that covers large portions of the southern part of the Shire, which includes neighbouring areas such as Waranga Shores and Cornella. The bulk of these areas consist of small-acreage rural living properties and larger rural-living allotments covered in bushland, and the town borders the Rushworth State Forest to the south.

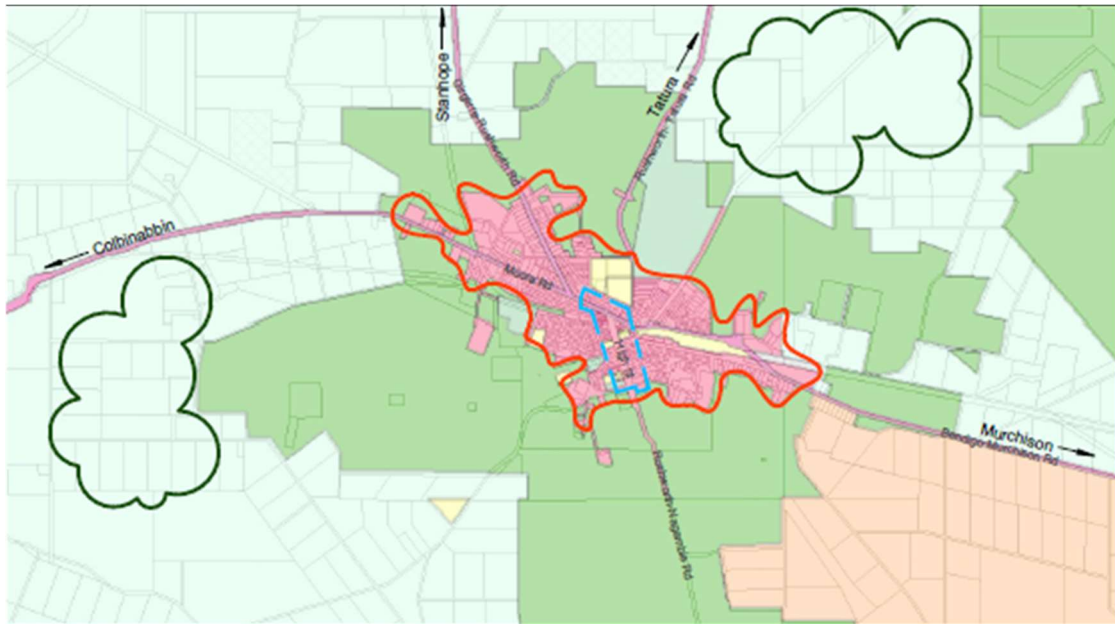
The map below shows the township of Rushworth, the majority of which is zoned TZ and surrounded by Redcastle – Greytown State, Whroo Nature conservation reserve and the Rushworth State Forest.

¹³ Australian Bureau of Statistics, Census of Population and Housing 2021

¹⁴ Australian Bureau of Statistics, Census of Population and Housing 2021

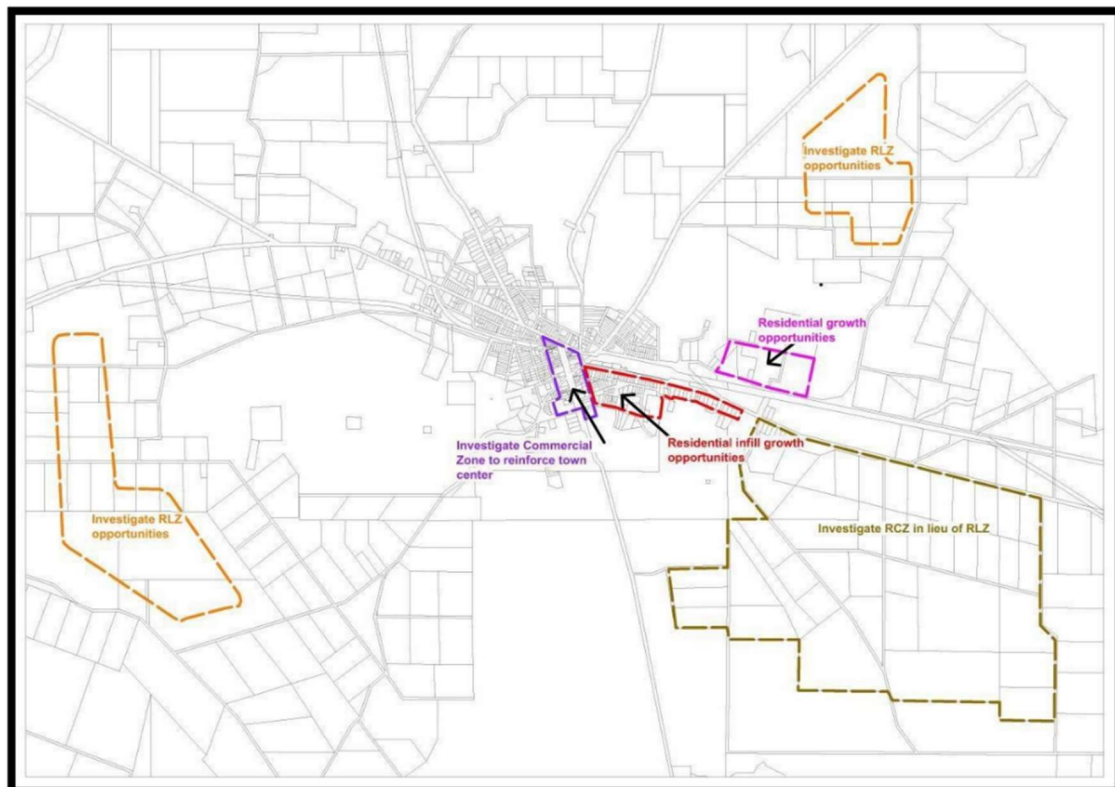
¹⁵ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed July 2022

Map 11 Rushworth structure plan



Legend

- Town Centre
- Rural Living Investigation Area
- New Development to consider Bushfire Risk



Constraints

Constraints to residential land supply and development in Rushworth include the large areas of bushfire prone land to the south of the town and in areas surrounding the town to the north, east and west. These areas are in the Bushfire Management Overlay which doesn't restrict development but can increase the cost of building and does require appropriate measures be included in any design to reduce the risk to residents.

To the south of Rushworth is the State Forest and a National Park which limits development to the south. Due to the surrounding environment, there are limitations associated with road access and waterways that can impact development.

Lots constructed

Since 2008 there has been 25 lots constructed.

Dwelling approvals

Dwelling approvals since 2008 was approximately 56, with over the last five years Rushworth having approximately 8 dwellings per annum (data taken from Council dwelling approvals 2008-2022).

Residential development forecasts assume the number of dwellings in Rushworth will increase by an average of 3 dwellings per annum in 2036¹⁶.

Supply

- Rushworth has a diverse range of zoning within and surrounding the township. There are opportunities for residential growth within the township zone, as well as a supply of vacant lots.
- Recent mapping also shows the supply profile of rural living zoned land to the east and southwest of Rushworth, there is a significant supply of rural living vacant lots in these areas. Of the 4,717 hectares of rural living/ low density land in Campaspe, 85 per cent of the land is located in the southern part of the Shire.
- It is estimated that there are currently 186 rural residential lots in Rushworth, of which 115 are vacant, representing an approximately 62 per cent vacancy rate. These lots are all outside the "urban" area of Rushworth and have limited connection to the township.
- Map 17 is the area south east of Rushworth that is zoned rural living. The vacant lots are ones that do not seem to have any capital or infrastructure on the land and as mentioned previously, this land is outside of the "urban" area of Rushworth. Map 18 below shows the other area of RLZ near Rushworth, outside of the urban area.
- The majority of available lots in the east are in a bushfire management overlay, which may impact on the demand and willingness to develop and build on these lots. On many accounts the RLZ land does not meet the planning practice note 37 guidelines for Rural Living Zone.
- .
- The map 16 shows the "zoned broad hectare" land that has potential for subdivision. In this instance it is zoned as TZ. A high-level assessment determined that this land could be approximately 70 lots.
- A combination of the available TZ land and RLZ land there is approximately 20 years or more of residential supply for Rushworth.

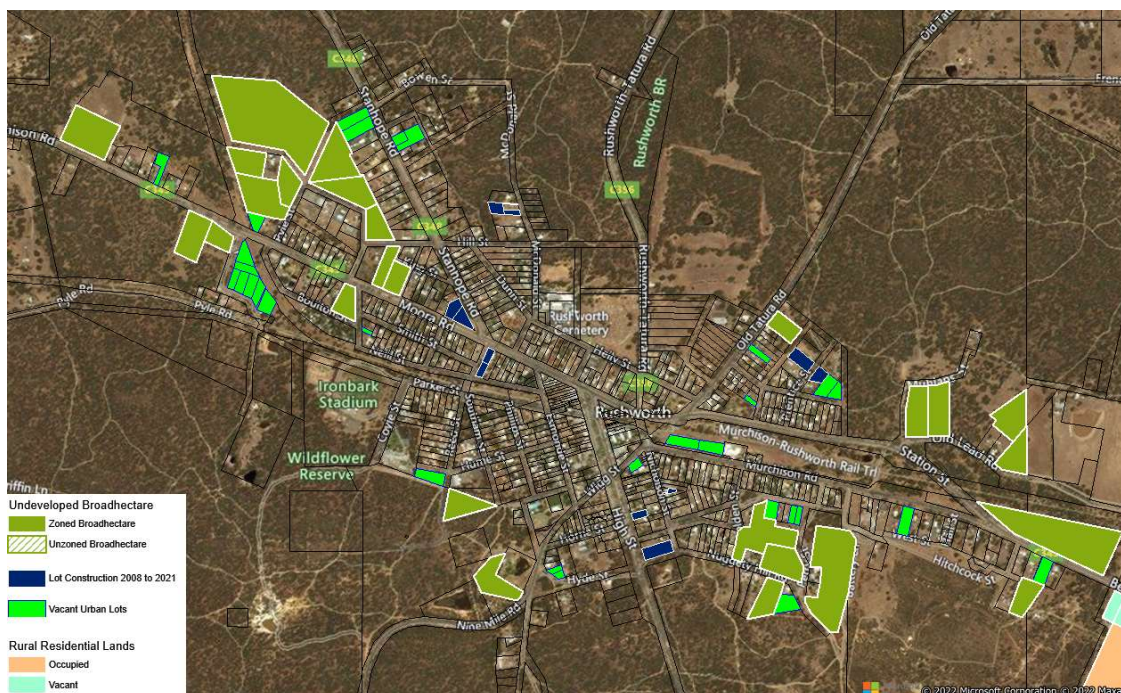
Land supply and demand profile is shown in the below table and corresponds to the map on the following page.

¹⁶ Campaspe Shire Council, .id Consulting, <https://forecast.id.com.au> (and associated pages), accessed March 2022

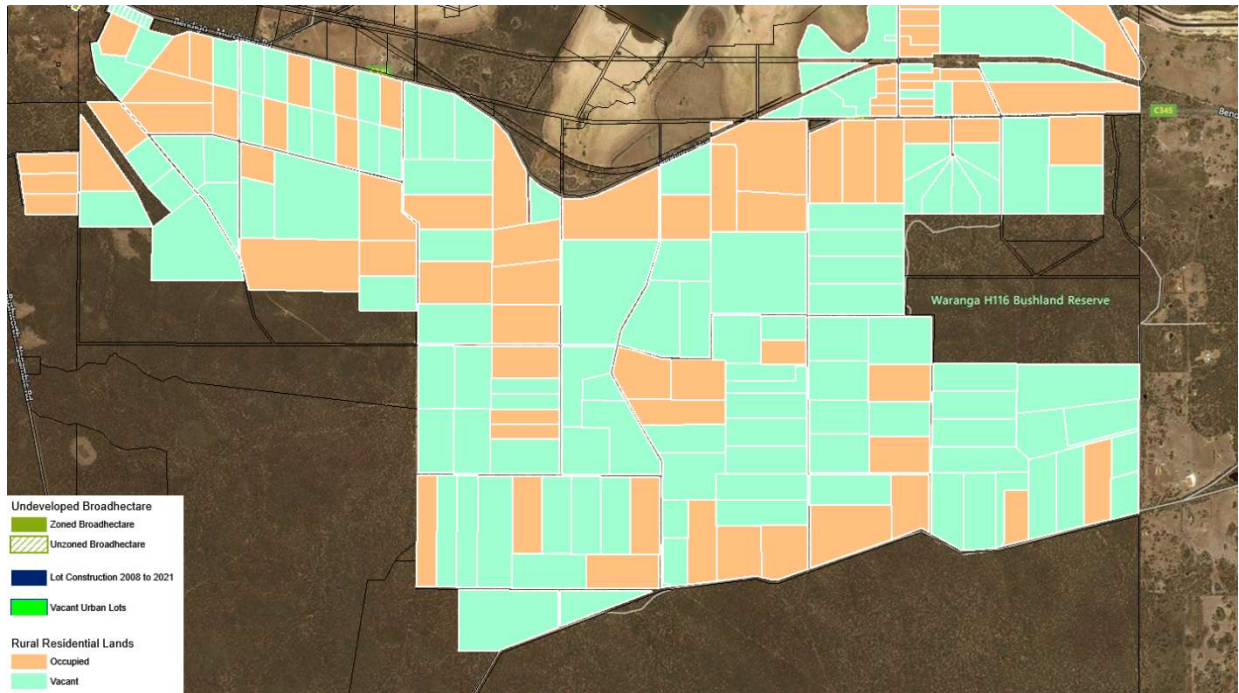
– Land supply – Rushworth

Lot construction (total) 2008 to 2021	25
Vacant lot stock – urban	32
Residential/Township (area hectares)	41.1
Residential/Township (lots)	70
Total lot stock – rural residential (area/hectares)	1766.4
Vacant lot stock – rural residential (area/hectares)	16.51.8
Total lot stock – rural residential (lots)	186
Vacant lot stock – rural residential (lots)	115

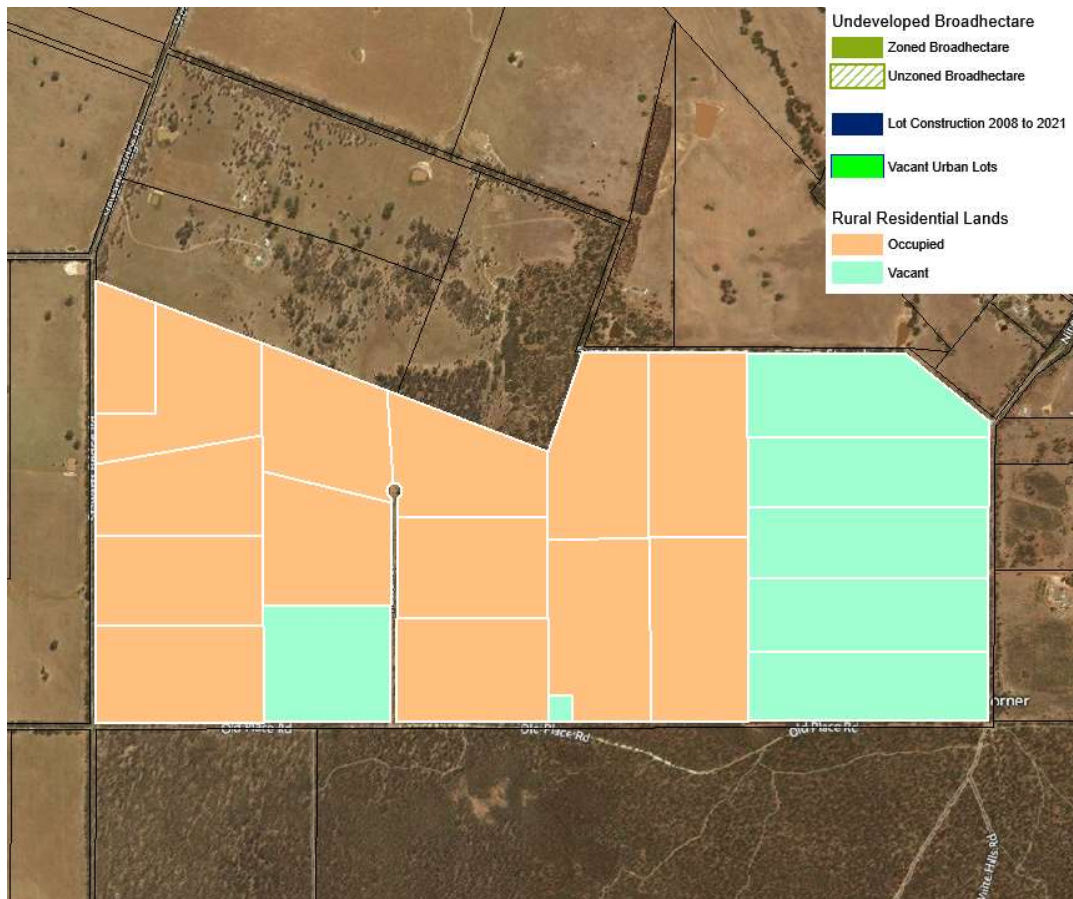
Map 12 Land supply profile – Rushworth, Township



Map 13 Land supply profile – Rushworth (East)



Map 14 Land supply profile – Rushworth (South West)



8.5 Smaller towns

As per the Municipal Strategic Statement of the Planning Scheme, the remaining small towns, including Stanhope, Gunbower, Colbinabbin, Lockington, Girgarre, Toolleen and Corop, serve their respective agricultural communities with basic retail and community facilities.

These towns have generally small population catchments and tend to have highly constrained economic bases. As is the case with the majority of small towns, a small number of firms play a significant role in the local economy.

As per the Local Planning Policy Framework (LPPF) outlined in Section 4, any land identified for future residential should not be liable to flooding, is not an existing or potential future industrial area, does not conflict with viable agricultural operations and the natural environment, and will not consume high quality agricultural land. This report aims to facilitate development in accordance with relevant town structure plans and would only make amendments with careful consideration and review.

8.6 Stanhope

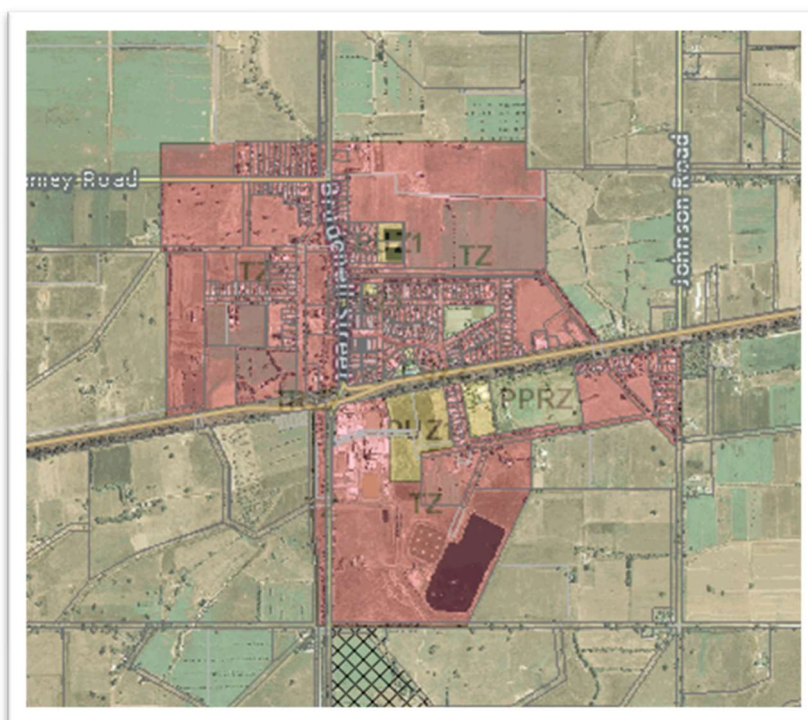
About

The 2021 ABS census showed the Stanhope township population at 487, an increase from the 2016 census where it was 452. Stanhope and surrounding areas population was 828 in 2016 and 826 in 2021. As with most small towns in regional Victoria, Stanhope is seeing small growth or decline in their population and is forecasted to decline in population over the next 10 years or more¹⁷. The medium age is also comparatively high at 53 years of age, compared to 45 for Campaspe and 37 for Victoria.

Analysis of household income levels in Stanhope and district in 2016 compared to Campaspe Shire shows that there was a smaller proportion of high income households (those earning \$2500 per week or more) and a similar proportion of low income households (those earning less than \$650 per week). Overall 7.9 per cent of the households earned a high income and 23.1 per cent were low income households, compared with 10.1 per cent and 22.9 per cent respectively for Campaspe Shire¹⁸.

Stanhope and district area main industry is agriculture, followed by manufacturing. It is known for being a dairy area and its main employer in town is Fonterra, a sizeable food producer. Stanhope has a distinct township zone, surrounded by farming zone. It has a primary school, kindergarten, recreation reserve, swimming pool, general store and café. The map below provides an overview of the zoning for Stanhope, which is majority township zone surrounded by farming zone.

Map 15 Stanhope VicPlan map



¹⁷ Campaspe Shire Council, .id Consulting, <https://forecast.id.com.au> (and associated pages), accessed March 2022

¹⁸ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022

Constraints

The town is divided by the Midland Hwy, with any development on the south end of town being disconnected. South of the highway while being zoned Township, it has heavy industrial uses.

Farming Zone surrounds Stanhope, so any rezoning would need to consider whether there would be any loss in productive agricultural land and would require assessment of land to determine suitability for residential development.

Lots constructed

There have been 5 lots constructed from 2008 to 2021.

There has been one subdivision in Stanhope since 2008.

Dwelling approvals

There were approximately 9 dwelling approvals from 2008 to 2021.

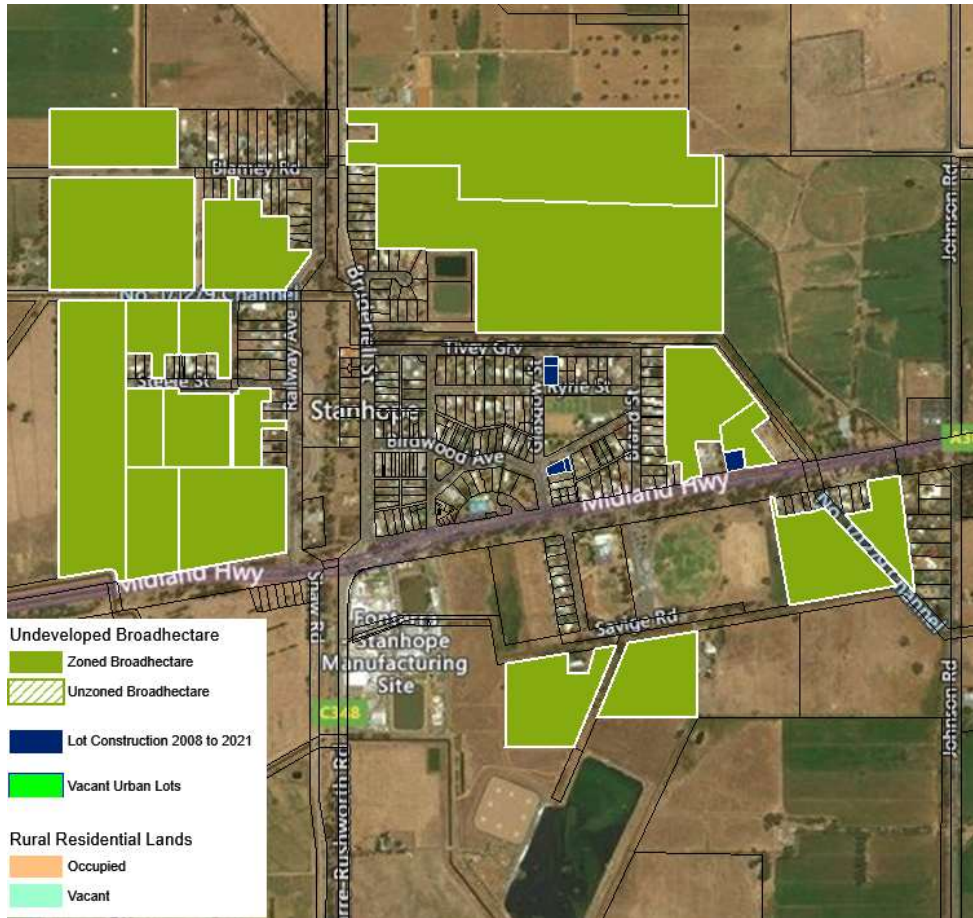
Supply

- Stanhope has a large amount of TZ available for infill development opportunities. The analysis for Stanhope highlighted there is potential for 777 lots but from 2008 to 2021 only 5 lots were constructed.
- The areas highlighted in map 21 for potential lot construction are TZ and could accommodate bigger sized blocks if that is what the market is seeking.
- Not all this land would be suitable for subdivision but compared to many of the other towns of this size there is significant land available for lot construction if the demand is there. This would be driven by the landowners to subdivide their land for development.

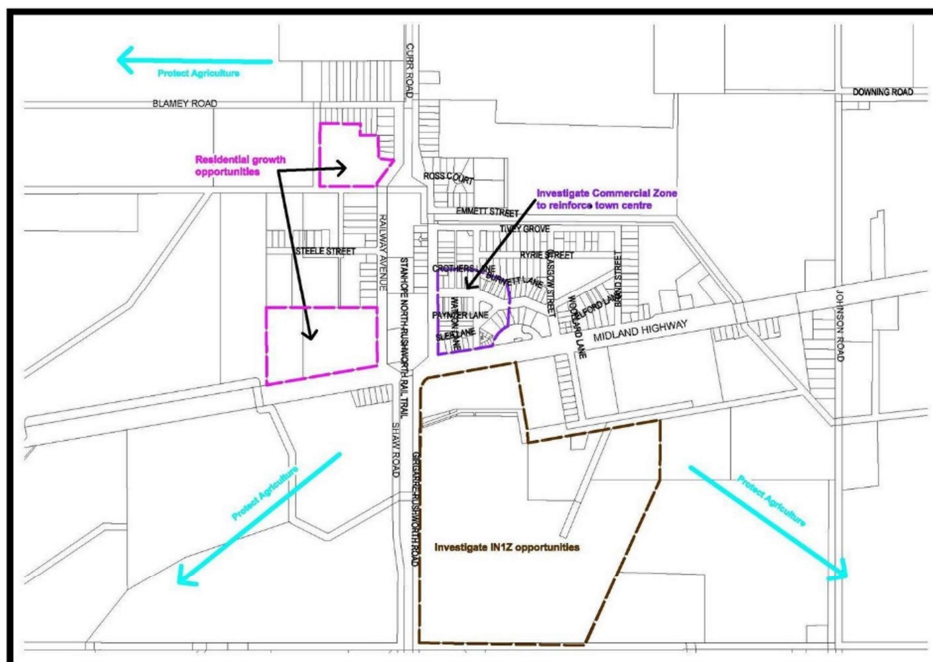
Land supply – Stanhope

Lot construction (total) 2008 to 2021	5
Vacant lot stock – urban	0
Residential/Township (area hectares)	78.2
Residential/Township (lots)	777
Total lot stock – rural residential (area/hectares)	0
Vacant lot stock – rural residential (area/hectares)	0
Total lot stock – rural residential (lots)	0
Vacant lot stock – rural residential (lots)	0

Map 16 Land supply profile - Stanhope



Map 17 Stanhope town structure plan



8.7 Gunbower

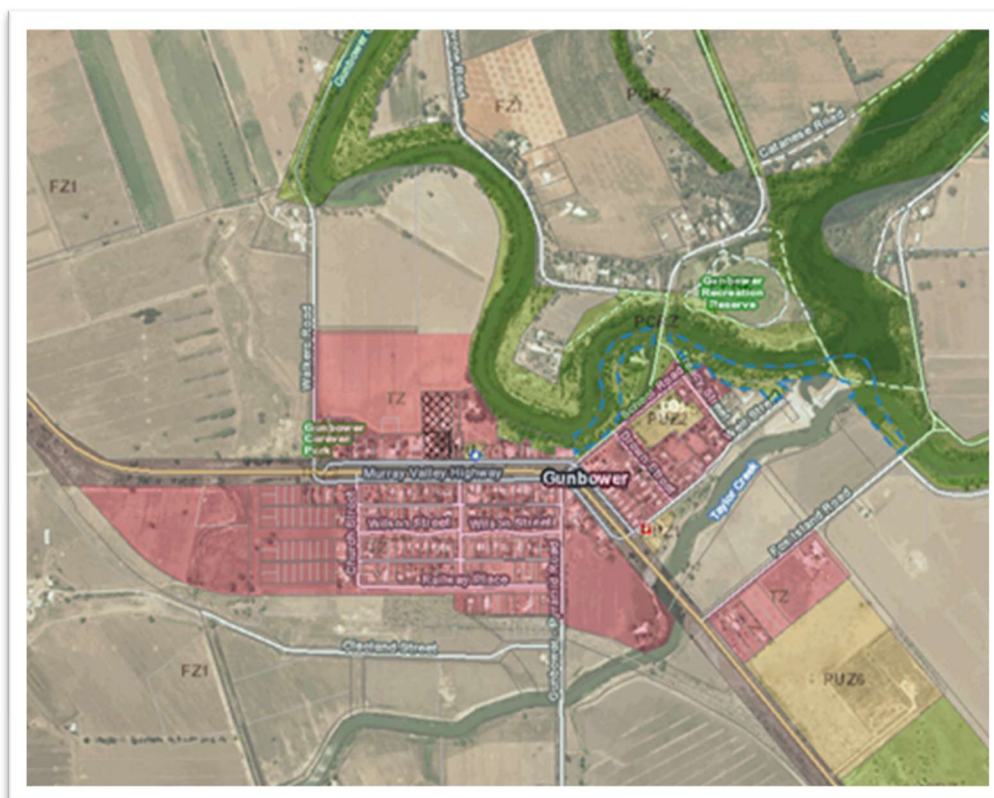
About

The 2021 ABS census showed the Gunbower township population at 303, an increase from the 2016 census where it was 275. Gunbower and surrounding areas population was 551 in 2016 and is now 578 in 2021 showing a small increase. The Gunbower and surrounding areas is going to have a steady population, with slight growth over the next 10 years or more. The medium age is also comparatively high at 49 years of age, compared to 45 for Campaspe and 37 for Victoria¹⁹.

Analysis of household income levels in Gunbower and district in 2016 compared to Campaspe Shire shows that there was a similar proportion of high income households (those earning \$2500 per week or more) and a lower proportion of low income households (those earning less than \$650 per week). Overall 10.1 per cent of the households earned a high income and 17.7 per cent were low income households, compared with 10.1 per cent and 22.9 per cent respectively for Campaspe Shire²⁰.

Gunbower and district area main industry is agriculture, followed by healthcare. Gunbower is known for the gateway to various creeks, waterways and wetlands to the north and east comprising the Gunbower Island area. The town is predominantly zoned township zone (shown on map), with farming zone surrounding the township. Gunbower has a pub, playground, recreation reserve, primary school, butcher and service station.

Map 18 Gunbower VicPlan map



¹⁹ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022 and Australian Bureau of Statistics, Census of Population and Housing 2021

²⁰ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022

Constraints

There is some Land Subject to Inundation Overlay and large areas mapped as being of Aboriginal Cultural Sensitivity along the creeks. This would not restrict development but could result in additional work and limitations.

Lots constructed

There has been no lot constructed in Gunbower since 2008.

Dwelling approvals

There were 9 dwellings per annum in Lockington – Gunbower (5% of activity across Campaspe)

Supply

- The mapping for Gunbower shows there are 12 vacant lots and an estimated 198 lots that have the potential to be developed within the township zone (highlighted in green).
- The land highlighted for Rural Living Zone in map 25 already has housing associated with it and it not currently used for farming and is surrounding by housing, so there would be limited impact on agriculture productivity if this land was rezoned for residential purposes.
- To increase lot construction and development there could be opportunities to encourage development through diversity of lot sizes and locations of land.

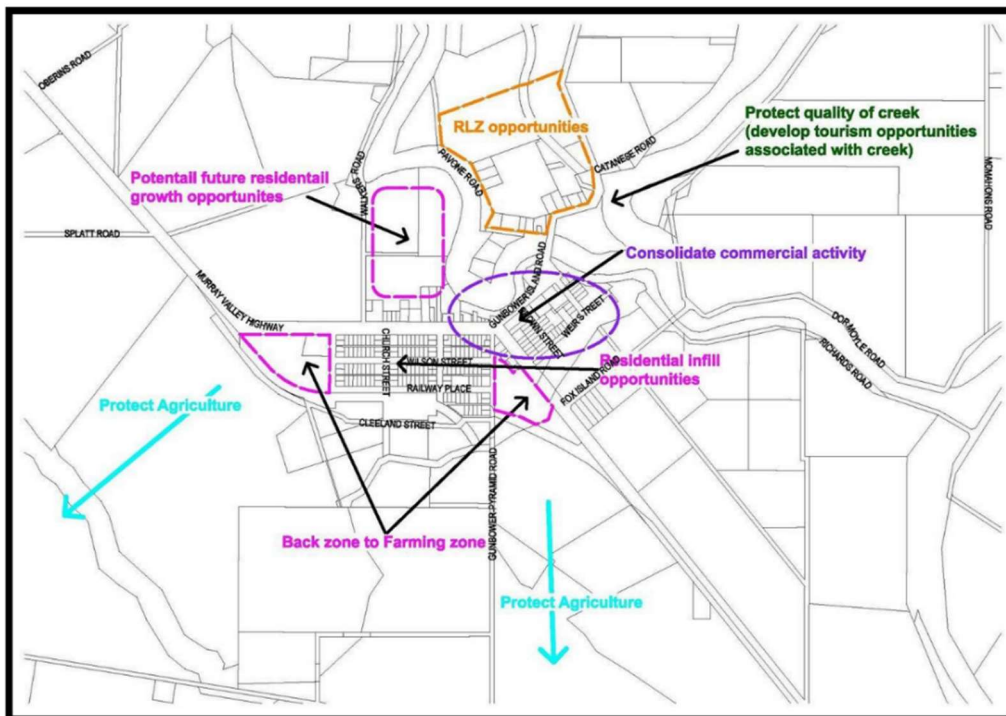
Gunbower land supply

Lot construction (total) 2008 to 2021	0
Vacant lot stock – urban	12
Residential/Township (area hectares)	28.7
Residential/Township (lots)	195
Total lot stock – rural residential (area/hectares)	0
Vacant lot stock – rural residential (area/hectares)	0
Total lot stock – rural residential (lots)	0
Vacant lot stock – rural residential (lots)	0

Map 19 Land supply profile - Gunbower



Map 20 Gunbower structure plan



8.8 Colbinabbin

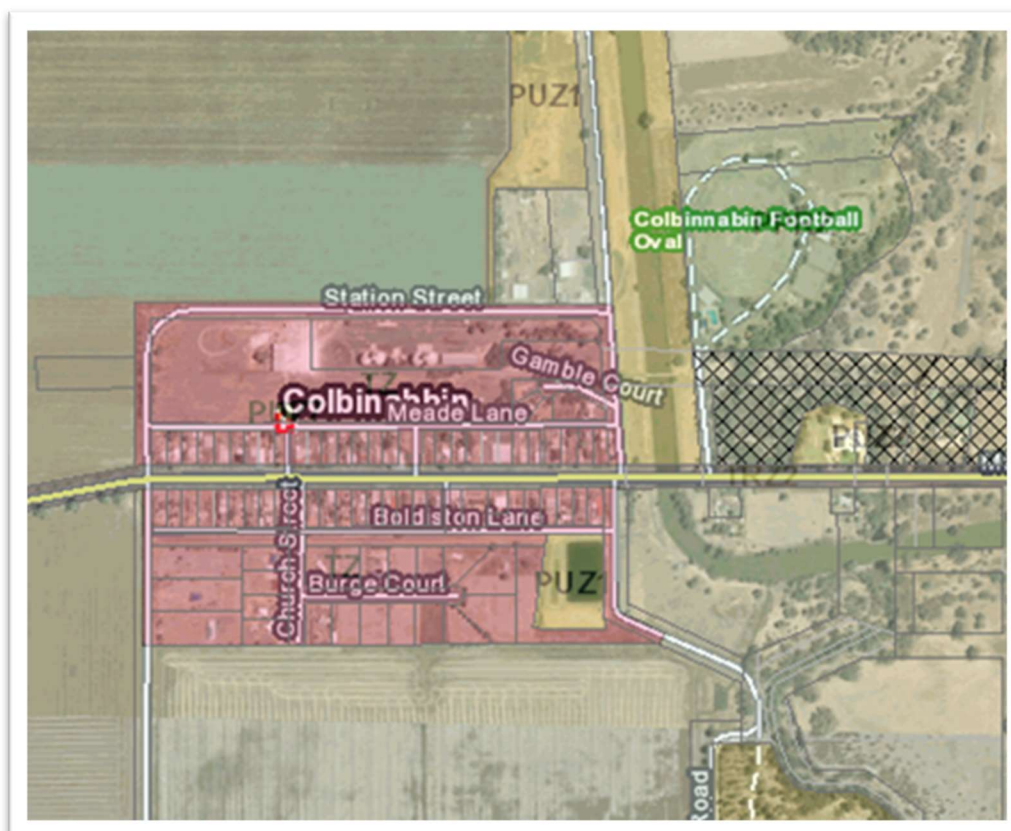
About

The 2021 ABS census showed the Colbinabbin township population at 285, a decrease from the 2016 census where it was 304. The medium age is 44 years of age, compared to 45 for Campaspe and 37 for Victoria²¹. Colbinabbin is counted in the Rushworth and district area for forecast purposes, this area is going to see a steady increase over the next 10 years or more.

Analysis of household income levels in Colbinabbin shows there was a higher proportion of low income households (those earning less than \$600 per week). Overall 2.8 per cent households earned over \$3000 per week and 26.9 per cent earned less than \$600 per week, compared with 10.1 per cent and 22.9 per cent respectively for Campaspe Shire²². Though it must be noted that the Campaspe figures are \$650 for low income and \$2500 for high income which may alter the data, particularly the high income range.

Colbinabbin services an extensively farmed hinterland. The town has a recreation reserve, swimming pool, kindergarten and primary school, general store and a pub. Colbinabbin township zone growth is restricted by surrounding farming land and the channel. The map below shows the zoning for Colbinabbin.

Map 21 Colbinabbin VicPlan map



²¹ Australian Bureau of Statistics, Census of Population and Housing 2021

²² Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022

Constraints

Farming Zone surrounds Colbinabbin, therefore, any rezoning would need to consider whether there would be any loss in productive agricultural land and would require assessment of land to determine suitability for residential development.

Lot constructed

There have been 9 lots constructed in Colbinabbin since 2008.

Dwellings approved

There have been 4 dwellings approved in Colbinabbin since 2008.

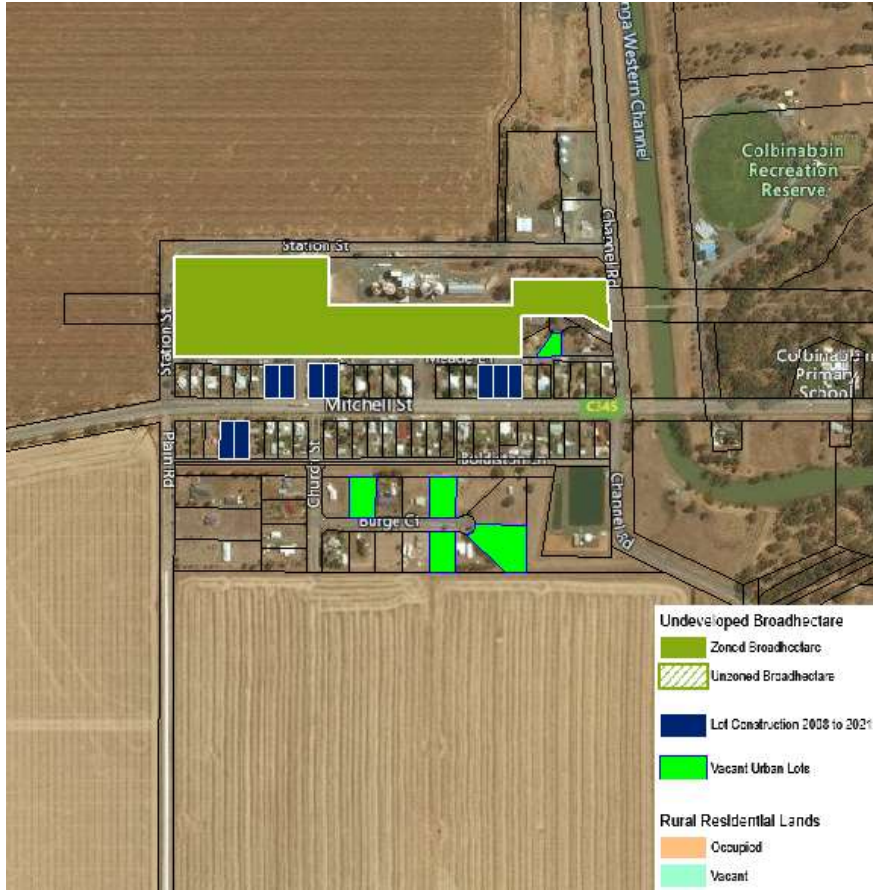
Supply

- Colbinabbin currently has approximately 5 vacant lots within the township zone and an estimated 12 lots available for construction.
- There are some opportunities for infill development but this is limited. Map 27 below shows a highlighted area that could be used for future development but it is owned by VicTrack with associated infrastructure so development is unlikely and would not be supported by Council.
- Given Colbinabbin has limited supply and the State Planning Policy Framework states at least 15 years supply, there is opportunity to adjust the structure plan for Colbinabbin. An area south of the township could be explored for further residential as it is well positioned in regard to the existing urban areas of Colbinabbin. There would be minimal lots required to meet demand so there is little to no impact on agriculture.

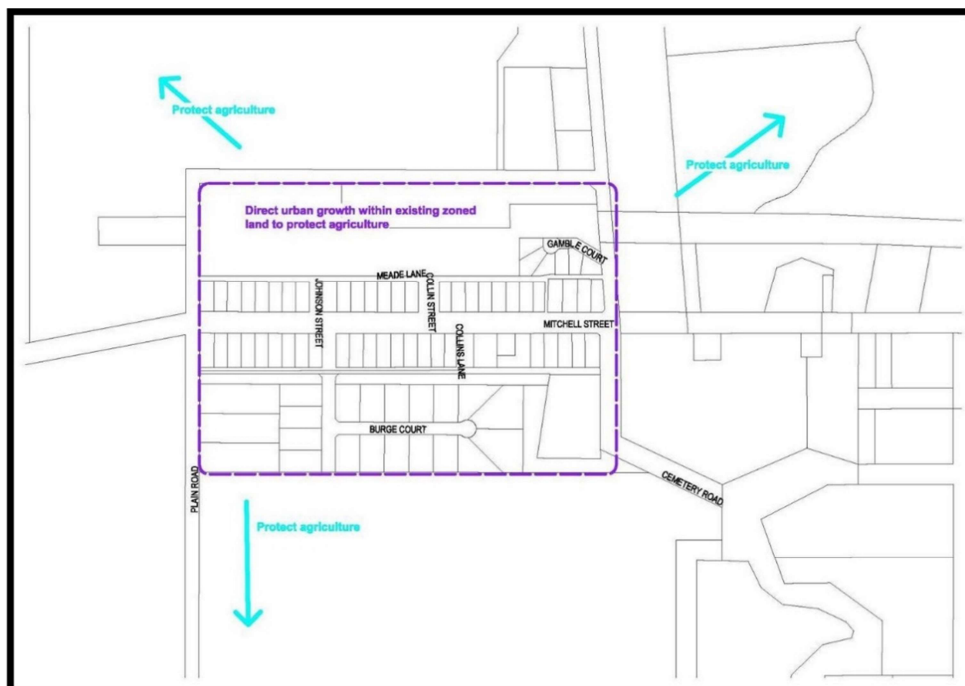
Land supply – Colbinabbin

Lot construction (total) 2008 to 2021	9
Vacant lot stock – urban	5
Residential/Township (area hectares)	5.4
Residential/Township (lots)	12
Total lot stock – rural residential (area/hectares)	0
Vacant lot stock – rural residential (area/hectares)	0
Total lot stock – rural residential (lots)	0
Vacant lot stock – rural residential (lots)	0

Map 22 Colbinabbin supply profile



Map 23 Colbinabbin structure plan



8.9 Lockington

About

The 2021 ABS census showed the Lockington township population at 395, a slight decrease from the 2016 census where it was 399. Lockington and surrounding areas population was 808 in 2016 and 850 in 2021 showing an increase. The medium age 44 years of age is similar when compared Campaspe (45) and Victoria (37)²³. The population is to remained steady over the next 20 years with a small increase for the area.

Analysis of household income levels in Lockington and district in 2016 compared to Campaspe Shire shows that there was a smaller proportion of high-income households (those earning \$2500 per week or more) and a lower proportion of low-income households (those earning less than \$650 per week). Overall, 10.1 per cent of households earned a high income and 17.7 per cent were low-income households, compared with 10.1 per cent and 22.9 per cent respectively for Campaspe Shire.²⁴

Lockington serves a productive irrigated agricultural region with dairy farming the core activity. The town has a primary school and kindergarten, swimming pool, recreation reserve, playground and park, community hall, supermarket and café. Infill opportunities are within the current urban boundary but are limited. The map below shows the areas zoned township and the areas surrounding the town are zoned farming zone.

Map 24 Lockington VicPlan map



²³ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022 and Australian Bureau of Statistics, Census of Population and Housing 2021

²⁴ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022

Constraints

Farming Zone surrounds Lockington so any rezoning would need to consider whether there would be any loss in productive agricultural land and would require assessment of land to determine suitability for residential development.

Lot constructed

There have been 9 lots constructed in Lockington since 2008.

Dwellings approved

There have been 14 dwellings approved in Lockington (and surrounds) since 2008.

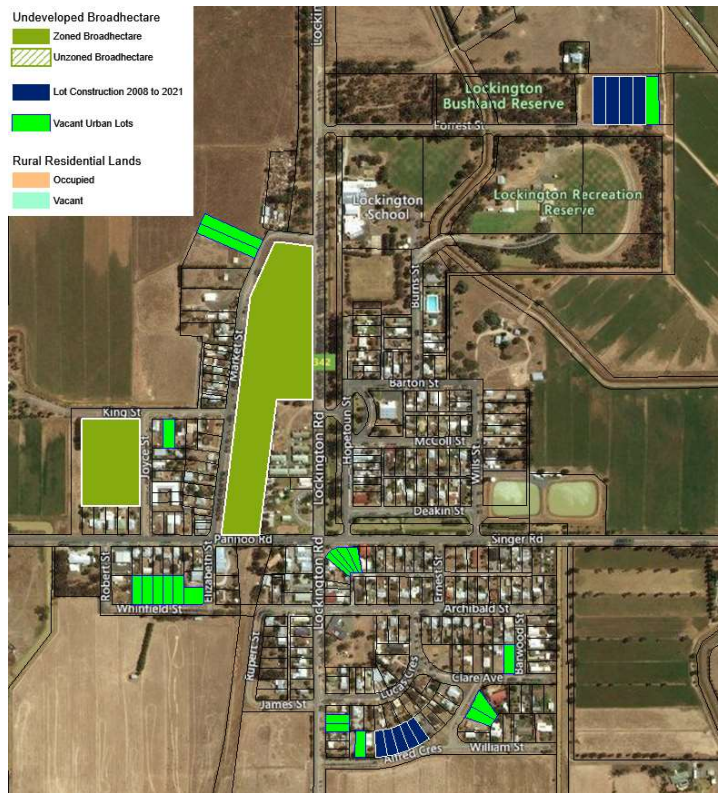
Supply

- Lockington currently has 25 vacant lots within the township zone and an estimated 57 lots available for construction. The structure plan has highlighted that area for civic and open space opportunities, though through this process due to the land being zoned Township Zone it would be more valuable for some of this land to be used for residential, rather than rezoning any Farming Zone for residential purposes.
- The structure plan highlights a potential area of residential growth to the west (north of King Street) which is currently Farming Zone and would need to be rezoned to Township Zone when or if demand increases for residential land. The land is well positioned in regard to existing urban areas of Lockington and there would be minimal lots required to meet demand so there would be little to no impact on agriculture.

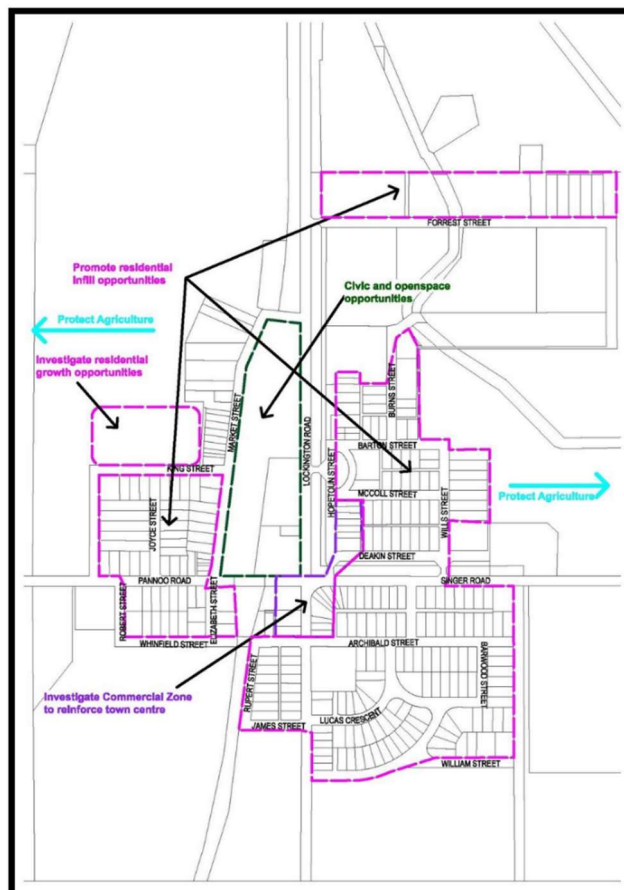
Lockington land supply

Lot construction (total) 2008 to 2021	9
Vacant lot stock – urban	25
Residential/Township (area hectares)	6.1
Residential/Township (lots)	57
Total lot stock – rural residential (area/hectares)	0
Vacant lot stock – rural residential (area/hectares)	0
Total lot stock – rural residential (lots)	0
Vacant lot stock – rural residential (lots)	0

Map 25 Land supply profile – Lockington



Map 26 Lockington structure plan



8.10 Girgarre

About

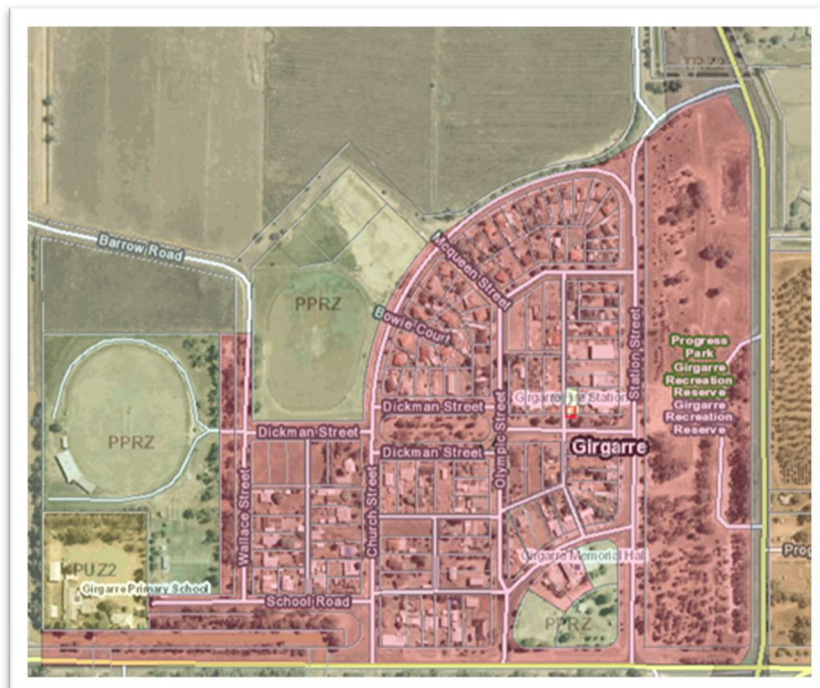
The 2021 ABS census showed Girgarre and surrounds having a population of 563, a slight increase from the 2016 census where it was 561.²⁵ As with most small towns in regional Victoria, the area of Girgarre which is the Stanhope and surround areas, is seeing a declining in their population and is forecasted to continue that decline in population over the next 10 years or more. The medium age for Girgarre is 43 which is similar to 45 for Campaspe.

Analysis of household income levels in Girgarre is under Stanhope and district area and compared to Campaspe Shire shows that there was a smaller proportion of high income households (those earning \$2500 per week or more) and a similar proportion of low income households (those earning less than \$650 per week). Overall 7.9 per cent of the households earned a high income and 23.1 per cent were low income households, compared with 10.1 per cent and 22.9 per cent respectively for Campaspe Shire²⁶.

Girgarre is located between Kyabram and Rochester and could be considered as a commute location for these towns. Though with the population decline and withdrawal of services and retail there is limited need to rezone land significant amount of land for residential development. The town has a primary school, kindergarten and recreation reserve and recently the construction of Australian Consolidated Milk manufacturers (ACM).

The map below shows the zoning for Girgarre, with majority being township zone, surrounding by farming zone.

Map 27 Girgarre VicPlan map



²⁵ Australian Bureau of Statistics, 2016 Census Quickstats, <https://quickstats.censusdata.abs.gov.au/>, accessed March 2022 and Australian Bureau of Statistics, Census of Population and Housing 2021

²⁶ Campaspe Shire Council, .id Consulting, <https://profile.id.com.au> (and associated pages), accessed March 2022

Constraints

Farming Zone surrounds Girgarre so any rezoning would need to consider whether there would be any loss in productive agricultural land and would require assessment of land to determine suitability for residential development.

Lot constructed

There have been 2 lots constructed in Girgarre since 2008.

Dwellings approved

There have been approximately 5 dwellings approved in Girgarre since 2008.

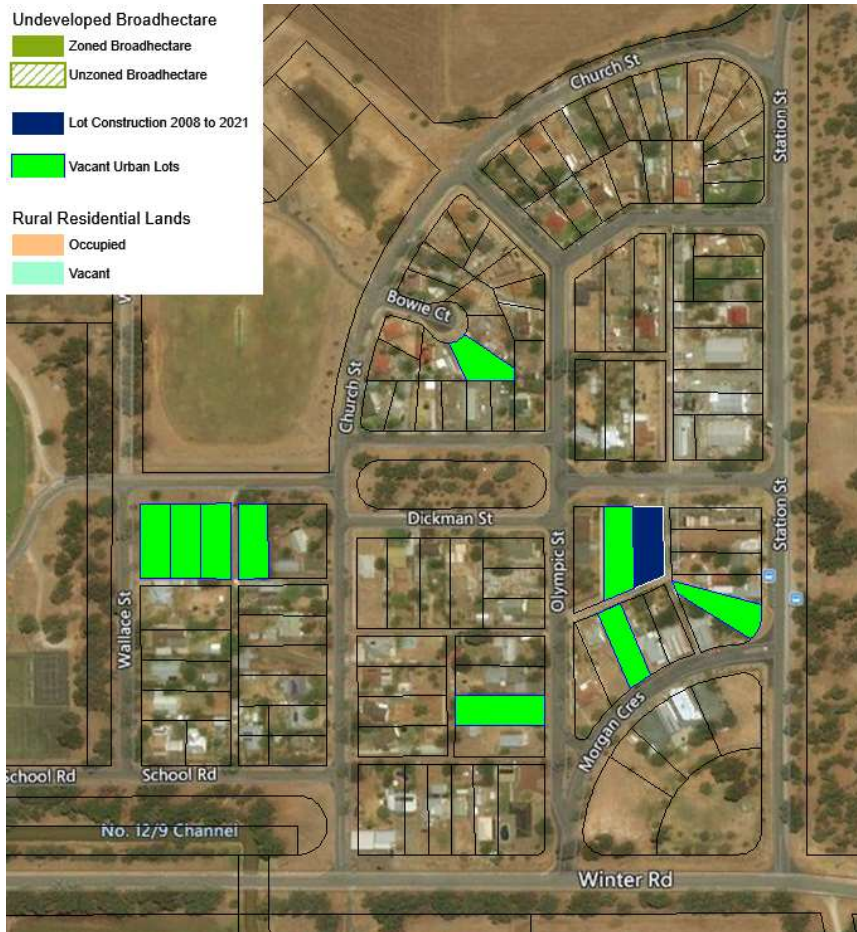
Supply

- Girgarre currently has approximately 9 vacant lots highlighted in the mapping below, though further investigation of these lots suggests that some of them may already have been developed on.
- There is minimal infill development or opportunity for further development. There has been minimal expressed demand for housing since 2008, though without any supply of land it has difficult to determine the exact demand.
- Given the location of Girgarre, services available and population growth it is unlikely to be huge demand for housing.

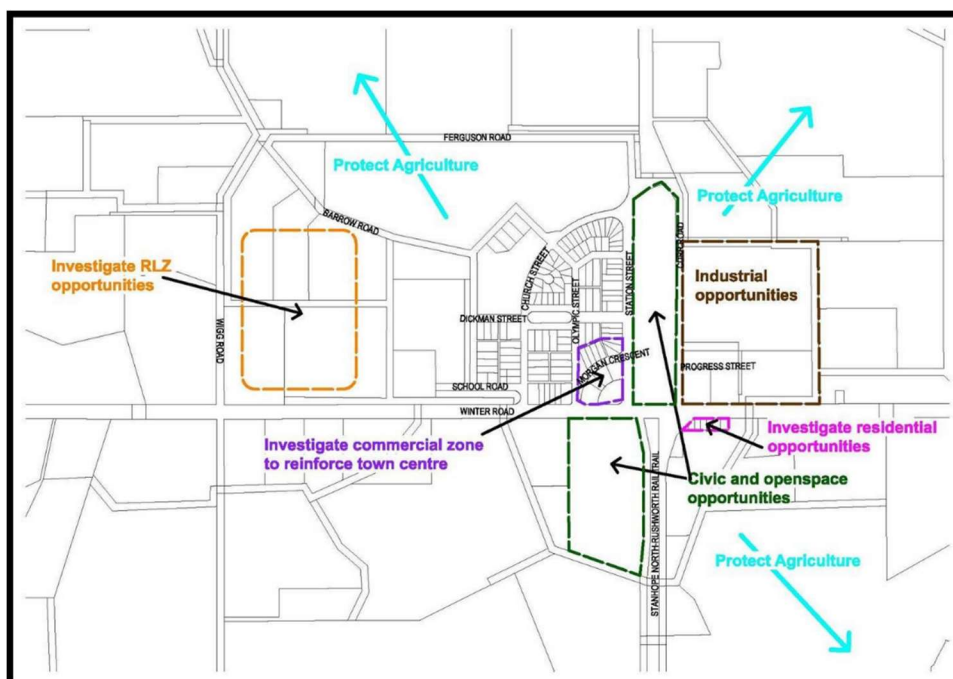
Land supply Girgarre

Lot construction (total) 2008 to 2021	2
Vacant lot stock – urban	9
Residential/Township (area hectares)	0
Residential/Township (lots)	0
Total lot stock – rural residential (area/hectares)	0
Vacant lot stock – rural residential (area/hectares)	0
Total lot stock – rural residential (lots)	0
Vacant lot stock – rural residential (lots)	0

Map 28 Land supply profile - Girgarre



Map 29 – Girgarre structure plan



8.11 Smaller localities

The following section provides an overview of the smaller townships and localities across Campaspe. These localities have either comparatively low population/dwelling base, comparatively low levels of undeveloped supply stock and most importantly, relatively low levels of contributions to total residential development activity within the municipality.

The smaller townships/localities include: Ballendella, Cornella, Gobarup, Kyvalley, Koyuga, Lancaster, Nanneella, Redcastle, Torrumbarry, Waranga Shore and Wyuna.

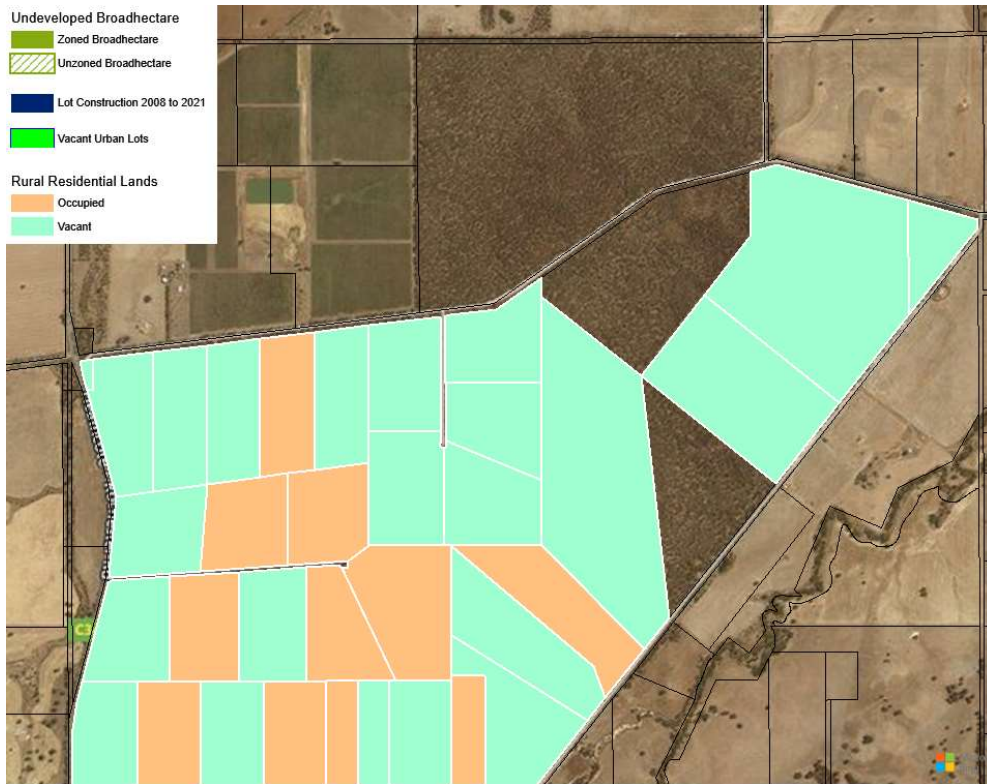
The above localities from 2008 to 2011 contributed to less than 6% of the total residential subdivision activity across the municipal area of Campaspe.

The mapping in the Spatial Economics report shows the land available for development, either zoned township, rural living, or low density. There has been minimal lot construction in Ballendella, Wyuna, Lancaster, Torrumbarry, Koyuga, and Nanneella but there is available land appropriately zoned (townships) that has potential to be subdivided by the owner if there is demand.

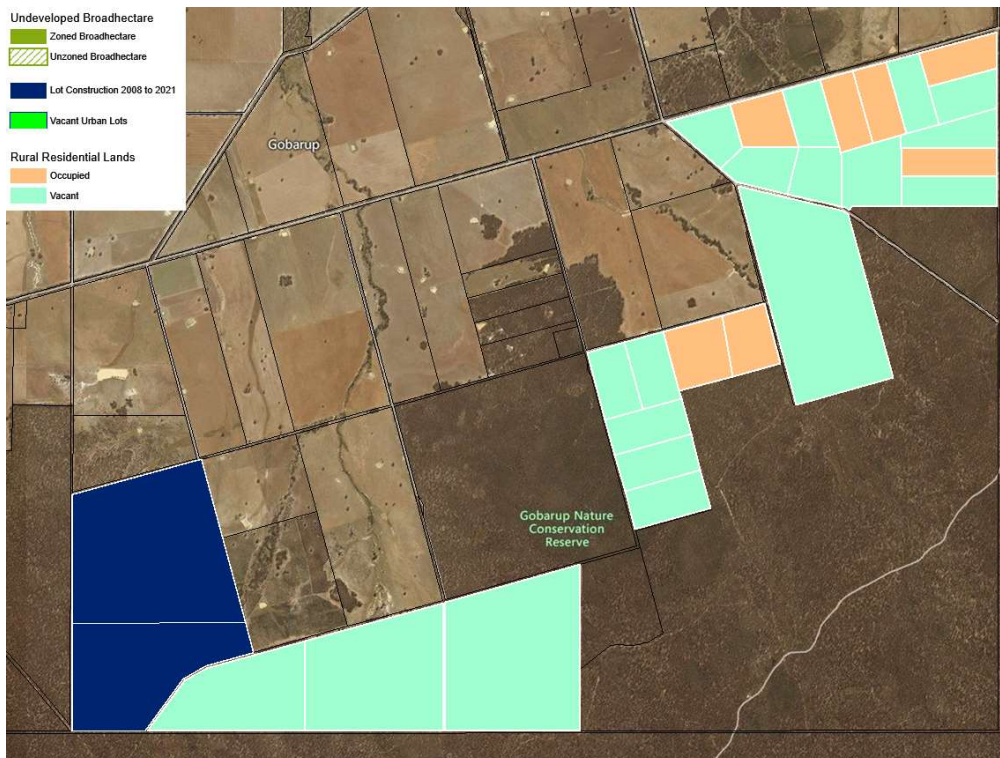
Supply

- There is a high proportion of larger (8 to 30 hectares) rural living zone allotments in the southern part of the municipality. The minimum subdivision area is 8ha.
- Redcastle, Cornella, Waranga Shores, Gobarup and areas of south of Rushworth have a large supply of RLZ (in comparison to other areas of the Shire). From a desktop review it is estimated that there are the following vacant lots (meaning no significant capital investment):
 - Redcastle (33 lots)
 - Cornella (23 lots)
 - Gobarup (20 lots)
 - Rushworth surrounds (115 lots)
 - Waranga Shores (34 lots)
- Majority of the land in Redcastle, Cornella and Gobarup (see maps 35, 36 and 37) that is zoned RLZ is under a Bushfire Management Overlay, which has particular requirements regarding the built form of buildings, dwellings and access. It is further noted that in much of these areas road access is constrained and roads may not be suitable for all vehicles.

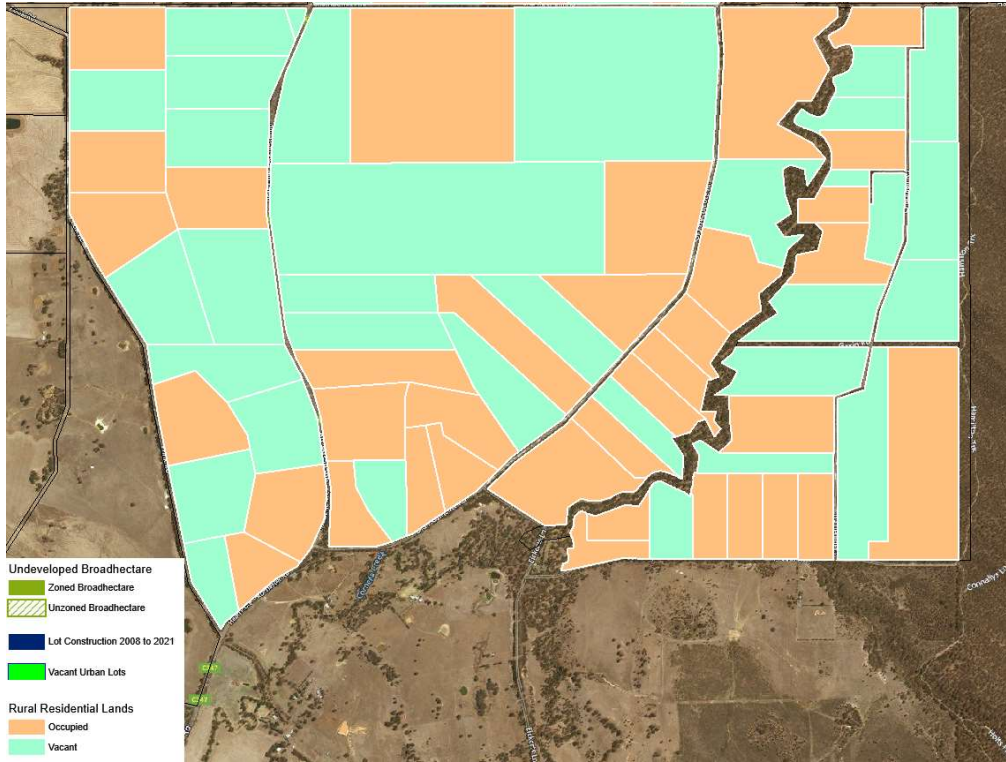
Map 30 Cornella



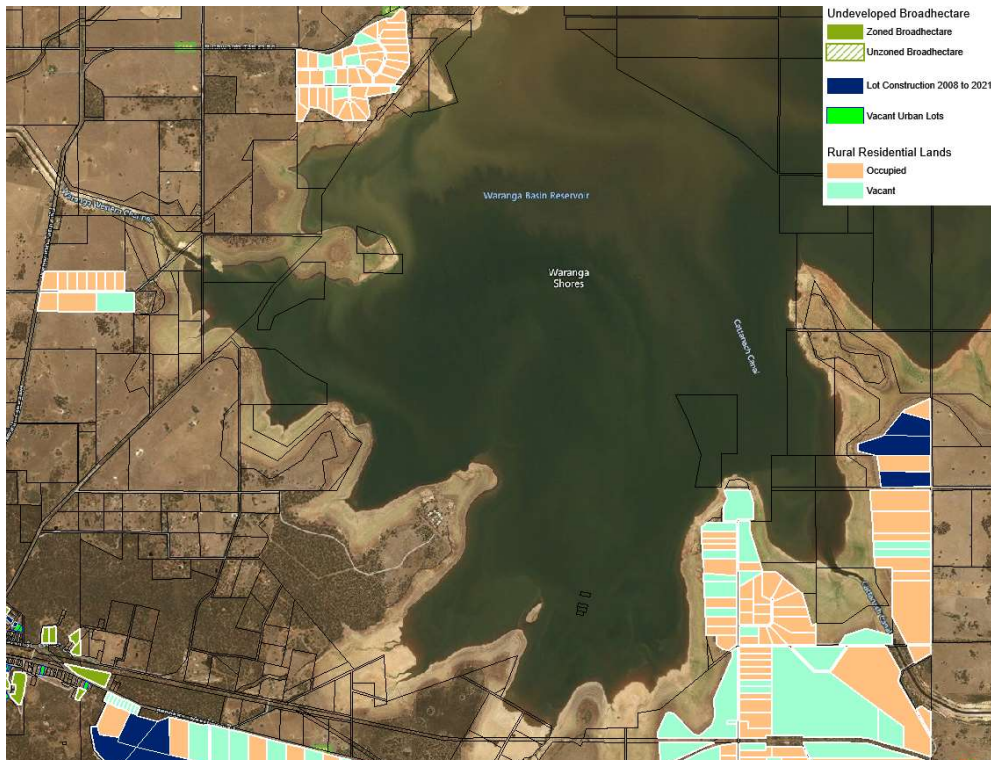
Map 31 Gobarup



Map 32 Redcastle



Map 33 Waranga Shores



9. Recommendations

Throughout the process of this review, there were townships identified that have sufficient supply of residential land for the next 15 years or more, there were other townships that there is an identified need to rezone further land for residential purposes. Below are the shire wide recommendations that provide an overall strategic direction for residential development and actions Council could consider, to encourage residential development across the Shire. These are not in any priority order, rather prioritised as low, medium and high. Based on current budget and staffing resources, some of the following actions may not be able to achieve unless additional resources are allocated.

Existing resources – within the Planning departments current resourcing.

Additional resources – would require additional staffing or budget allocation

9.1 Shire wide recommendations

Ref	Recommendations	Priority	Resources	Responsible department
1	Any strategic work undertaken by Council must be prioritised using the <i>Project Priority Rating Matrix</i> (appendix 1) outlined in Campaspe's Planning Service Profile. This matrix assists in determining the importance of any strategic work and the level impact on the community.	High	Existing Resources	Planning
2	Proposals for rezoning of land that are not consistent with the strategic direction of Council will not be encouraged.	Medium	Existing resources	Planning
3	Council to consider amending existing structure plans within the Planning Scheme to indicate areas of growth and rezoning opportunities.	High	Additional resources	Planning
4.	Council encourages larger lot sizes in GRZ and TZ to not only cater for the demand in larger lots sizes but also potentially decrease development costs.	Medium	Existing resources	Planning
5.	Council to consider creating marketing and promotion portfolios of the main townships to highlight the services, infrastructure, economics profile and housing opportunities to potential residents and businesses.	Low	Existing resources	Community Development
6	Council to agree to varying design standards as specified in the IDM based on lots sizes. This would allow for a lower level of infrastructure services for lot sizes of over 1500sqm.	Medium	Existing resources	Planning Design Services

9.2 Township recommendations

Ref	Recommendations	Priority	Resources	Responsible department
Echuca				
7	<p>Echuca (Urban Land):- Increasing the stock of zoned broad hectare land for the urban centre of Echuca in the short term.</p> <p>Residential expansion in Echuca is constrained by floodway overlays to the east. Future residential development should focus on infill development and be directed to the west and south, balancing the need for new residential land with existing land uses (such as farming, industry and tourism). This growth has already begun, with the Echuca West PSP to be developed and expected to provide approximately 25 years' supply of residential land.</p> <p>It is recommended to maintain industry competition, housing affordability, multiple development fronts and diverse industry competition within the Echuca West precinct and future residential development.</p>	High	Existing resources	Planning
8	<p>Increasing the stock of zoned rural residential lands.</p> <p>The Echuca rural residential land supply market is constrained. Increasing the stock of rural residential land- particularly fully serviced lots of 1500 to 3000sqm- could be achieved by:</p> <p>a) intensification of existing lands zoned Rural Living Zone (rezoning to Low Density or decreasing the minimum subdivision size) and</p> <p>b) providing for new rural residential greenfield land release areas (noting a small amount of rural living lots are likely to be provided as part of the Echuca West development) to the south-east and north-west of Echuca (along the Murray Valley highway) and south of Echuca (along the Northern highway).</p>	High	Additional resources require	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Kyabram				
9	<p>Council does not consider any significant rezoning proposals for residential land.</p> <p>There are sufficient zoned undeveloped residential land stocks to meet expected demand for the long term (25 years). The demand and supply situation should be monitored regularly to establish any change to</p> <p>a) changes to demand and b) available land stocks.</p>	Low	Existing resources	Planning
10	<p>Council considers making changes to strategies in Clause 21.09 to encourage diversity of lot sizes in General Residential Zoned subdivisions</p> <p>Within Kyabram there are minimal rural residential lots available (LDRZ and RLZ). Given the demand for low density living and the high level of supply of GRZ in Kyabram, it is recommended to encourage development in General Residential Zone that provides diversity in lot sizes to achieve “low density” living without the need to rezone land that would create disconnection from the existing town.</p>	Low	Additional resources	Planning
11	<p>Council considers updating Development Plan Overlays for Kyabram vacant residential land to ensure appropriate use of land and desire outcomes are met</p> <p>A Development Plan Overlay is used to implement a plan to guide the future use and development of the land.</p>	Low	Additional resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Rochester				
12	<p>Monitor the demand for LDRZ land parcels</p> <p>Continue to monitor demand and supply situation to establish any change to</p> <ul style="list-style-type: none"> a) changes to demand and b) available land stocks 	Low	Existing resources	Planning
13	<p>Council considers rezoning land south of Diggora Road</p> <p>Future residential growth should be concentrated in locations to the east and west of the town, away from the banks of the Campaspe River, owing to the risk and history of flooding. The area to the west of the Northern Highway is of particular interest as being located sufficiently elevated from potential flooding and close to existing services within the town. The land is also sufficiently open and undeveloped that a range of land sizes may be introduced, subject to market demand.</p>	High	Additional resources	Planning
14	<p>Council considers rezoning an area of IN1Z to IN3Z (North of Lowry on High Street)</p> <p>Currently the land is zoned IN1Z which allows for use that potentially has more adverse impacts on neighbouring properties. Considering this IN1Z land is directly adjacent to residential land it would be worth investigating a rezoning to IN3Z.</p> <p>IN3Z provides a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.</p>	High	Additional resources	Planning
15	<p>Council considers applying Environmental Significance Overlay 2 (500m buffer) to the Rochester Resource Recovery Centre.</p> <p>This would ensure that land use conflicts are able to be assessed and avoided in the future, this includes locating sensitive land uses in the vicinity of the facility (i.e. residential). This overlay already exists for the Echuca Resource Recovery Centre and would be suitable for Rochester.</p>	Medium	Additional resources	Planning

Ref	Recommendation	Priority	Resource required	Responsible department
Tongala				
16	<p>Council considers rezoning additional land for residential purposes</p> <p>It would be appropriate to consider additional land to be rezoned for residential purposes to allow for growth over the next 20 years. It is recommended to rezone the area outlined in the structure plan to RLZ to accommodate future growth for Tongala. This will provide diversity of housing in Tongala and ensure there is sufficient land available for residential growth.</p>	Medium	Additional resources	Planning
17	<p>Council considers creating a schedule for the RLZ in Tongala to be a minimum subdivision area of 2ha.</p> <p>This would allow for approximately 20 lots based on the area of approximately 65 hectares and therefore be consistent with State policy.</p>	Medium	Existing resources	Planning
18	<p>Council considers investigating the rezoning of Brose Reserve for residential purposes</p> <p>(as per the recommendation in the Open Space Strategy 2022 to investigate the future use of the land).</p>	High	Existing resources	Planning Recreation

Ref	Recommendation	Priority	Resources required	Responsible department
Rushworth				
19	<p>Council considers rezoning RLZ land to RCZ as per structure plan in Clause 21.09</p> <p>Based on the supply analysis and concerns with the current land that is zone RLZ, it would be recommended to rezone some of the RLZ land in map 13 to RCZ as per the structure plan in Clause 21.09. This will achieve diversification of land supply types within the township, whilst supporting conservation values without impacting on the ability to build a dwelling. Rezoning this land would reduce the RLZ supply for the Shire by 95 lots which would allow for other areas of the Shire to have a supply of RLZ.</p>	High	Additional resources	Planning
20	<p>Council considers amending structure plan to remove RLZ opportunities</p> <p>The township structure plan (map 11) in Clause 21.09 indicates areas where RLZ could be expanded but this is also in a Bushfire Management Overlay and some of the land has waterways throughout it which require certain setbacks therefore may not be suitable for residential purposes and it would not be recommended to rezone this land for residential. Remove from structure plan.</p>	High	Additional resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Stanhope				
21	<p>Council does not consider any significant rezoning proposes or changes to the structure plan</p> <p>Currently the demand analysis is not showing sufficient evidence to investigate residential rezoning for Stanhope. Based on the lot construction and dwelling approvals, Stanhope has well over 20 years of supply.</p>	Low	Nil	Planning
22	<p>Council to provide information to encourage development of existing zoned residential land.</p> <p>Council should however encourage development of existing zoned residential land and provide information to landowners that can assist them in bringing land to the market. This includes encouraging larger lot sizes to accommodate demand for bigger lots and reduce development costs.</p>	Low	Existing resources	Planning Economic Development
23	<p>Council considers rezoning Township Zone land to Industrial Zone 1 where significant industrial use is occurring and as per structure plan.</p> <p>By rezoning to Industrial Zone 1 it would ensure that there are no conflicts of uses within that area, particularly residential. This has also been highlighted in the structure plan as a possibility.</p>	Medium	Additional resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Gunbower				
24	<p>Structure plan to remain as is and Council to consider implementing structure plan.</p> <p>This would include rezoning additional TZ and also include RLZ along the creek. While there are potential lots available for construction there has been limited movement on these blocks of land for some time. It is recommended for Council to consider rezoning additional TZ as per the structure plan and encourage diversity of lot sizes to appeal to the market.</p>	Medium	Additional resources	Planning
25	<p>Council to consider back zoning Township Zone to Farming Zone</p> <p>The lots available in Township Zone have not been developed and have been highlighted in the structure plan to be back zoned to Farming Zone. Back zoning could allow for more appealing land to be rezoned for residential purposes as indicated in the structure plan.</p>	Medium	Additional resources	Planning
26	<p>Council considers applying Environmental Significance Overlay 2 (500m buffer) to the Gunbower Resource Recovery Centre.</p> <p>This would ensure that land use conflicts are able to be assessed and avoided in the future, this includes locating sensitive land uses in the vicinity of the facility (i.e. residential). This overlay already exists for the Echuca Resource Recovery Centre and would be suitable for Gunbower.</p>	Medium	Additional resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Colbinabbin				
27	<p>Council considers amending the structure plan to include opportunities for residential growth</p> <p>Council considers amending the Colbinabbin town structure plan to outline an area for future growth of the township zone. There are insufficient residential land stocks to meet the demand in the next 15 years. Rezoning does not need to be immediate, but a suitable area must be determined.</p> <p>This recommendation is based on</p> <ul style="list-style-type: none"> a) increasing residential opportunities and b) responding to limited land stock supply. 	Medium	Additional resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Lockington				
28	<p>Council considers amending structure plan to encourage residential growth</p> <p>The structure plan for Lockington in clause 21.09 to be amended to include residential opportunities within the area earmarked for civic and open space, as the existing area identified is larger than required.</p>	Medium	Additional resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Girgarre				
28	<p>There is no requirement to rezone any land for residential purposes at this stage. The structure plan indicates areas where there is potential to investigate Rural Living Zone. These lots already having housing associated with them so it would be suitable for those areas to be rezoned RLZ if/when there is demand. Continue to monitor demand and supply situation to establish any change to</p> <ul style="list-style-type: none"> a) changes to demand and b) available land stocks. 	Low	Existing resources	Planning

Ref	Recommendation	Priority	Resources required	Responsible department
Smaller localities				
29	<p>Council considers an additional schedule to RLZ for Waranga Shores</p> <p>Waranga Shores and the borders of the Waranga Basin are currently zoned RLZ, with a minimum lot size of 8ha. The nature of rural living allotments and existing subdivisions in the area, coupled with the increased demand for cleared and serviced rural living allotments close to natural features such as lakes and rivers, means smaller allotments- such as 4ha or 2ha- may be suitable for development in the area. To address this, variation to the schedule of the RLZ for land in this area may be considered to enable smaller lot subdivisions.</p>	High	Additional resources	Planning
30	<p>Council considers rezoning land in Redcastle, Gobarup and Cornella from Rural Living Zone to Rural Conservation Zone to protect and enhance the natural environment.</p> <p>Rezoning of this land to RCZ is considered a suitable and preferable outcome as the current use, development and natural environment of the land is consistent with the purpose of the zone, and would allow for the balance RLZ land to be distributed across the Shire where required, without exceeding the minimum 15 years' supply requirement. Rezoning this land to RCZ would reduce the supply of RLZ by approximately 74 lots. This is outlined in the Rushworth structure plan map 11.</p>	High	Additional resources	Planning

10. Implementation

For the review and recommendations to be enacted there are further and stages to the planning process. The following outlays the process to continue the process for residential land review.

- **Council to adopt stage two and three reports and agree to undertake a Planning Scheme Amendment process**

The documents would become reference documents for a Planning Scheme Amendment that would include rezoning land for residential purposes, changes to policy and schedules to encourage development in smaller towns and earmark future land for residential growth within the townships structure plans.

To go through the rezoning processes or any changes to the scheme requires a thorough strategic processes that involves Department of Environment, Land, Water & Planning (DEWLP) and then by the Minister of Planning. Due to the complex process involved in amendments, Strategic Assessment Guidelines have been developed by DEWLP to provide a consistent framework for preparing and evaluating amendments.

Minister's Direction No. 11 Strategic Assessment Guidelines requires a Planning Authority to evaluate and discuss how a Planning Scheme amendment addresses the strategic considerations outlined in Planning Practice Note No.46 (Strategic Assessment Guidelines). The level of justification needed for each consideration and the amendment overall should be proportional to the impact the amendment will have.

Significant work has gone into all stages of this review, including previous strategic work. There is still further work needed to ensure land identified for rezoning or earmarked for future residential is suitable for residential purposes. Council would be required to dedicated resources for this level of work.

11. Conclusion

Council, as the Planning Authority are required to ensure at least 15 years supply of land is provided for residential purposes. The strategic work to identify land supply is a complex process that requires significant resources to achieve. Therefore, it is important to ensure that any strategic work undertaken by Council benefits/impacts the whole of the municipality or at least a significant part of the municipality.

The report highlights that within our communities there has been constrained supply issue in our townships or within the next 15 years there will be supply issues if nothing is changed. It also highlights the need for a diverse mix of residential zones to provide choice to current and future residents, for Campaspe to remain competitive to other areas and stimulate economic growth.

Council has the opportunity to consider the report and adopt, determine if Council should initiate a scheme amendment and allocate resources, or do nothing. Given the situation outlined throughout the report, the do nothing approach would likely have an impact on residential opportunities for a number of townships.

The information shows that strategic interventions are required to facilitate land development and to bring new housing to market. The unintended consequences of not addressing these issues could result in a reduction of housing affordability and the stifling of population retention for Campaspe's main townships.

The report acknowledges there is further work required to support the recommendations in the report and to further explore appropriate land for rezoning.

12. Appendix

Appendix 1 – Project priority rating matrix

Strategic Impact

To identify the level of impact the strategic work will have on the community and the Shire of Campaspe in the longer term. Not all parts of the rating description need to be met.

Rating	Description of Rating
1	The weaknesses of the proposed work far outweigh the strengths with a low expectation of success.
2	Low potential for the work to address or change an important problem. Strategic project may be best managed through a strategy or background paper. May only involve individual parcels of land or only affect a small number of individuals.
3	Strategically important to an area, with a moderate potential to contribute to understanding a problem.
4	Strategically important and may impact a town or larger area, work required to address or prevent a problem.
5	Strategically critical and can affect the whole of the Shire, required to address an important problem.

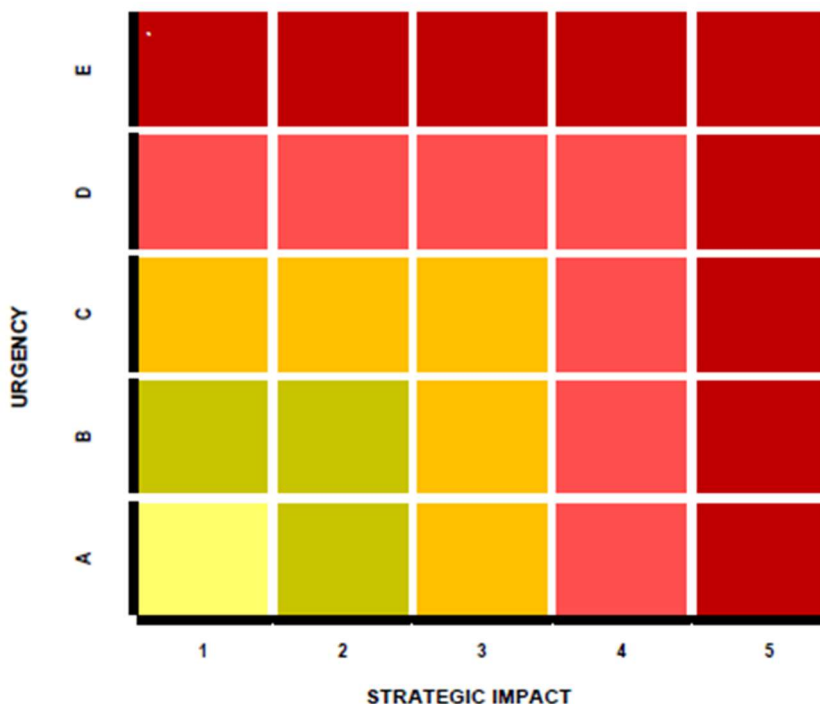
Urgency

To identify the urgency to the Council and capacity to successfully deliver the project. Not all parts of the rating description need to be met.

Rating	Description of Rating
A	Negligible degree of urgency and no capacity to deliver the project. No further work unless undertaken by affected parties at their own cost.
B	Low degree of urgency. Limited capacity but will be required to outsource the work to deliver the project. Encourage affected parties (owners) to prepare project under supervision of Council officers.
C	Medium degree of urgency. Department has the capacity, but limited expertise and experience to successfully deliver the project.
D	The project is of a high degree of urgency. Department has the capacity and/or will outsource to deliver the project.
E	The project is of a very high degree of urgency and must be delivered. Department will make capacity and/or outsource.

Using the assigned ratings obtained for 'Strategic Impact and 'Urgency' determine the Project Priority Rating (matrix below). Once each strategy or amendment is rated, it should be used to evaluate resources, costs and timing. Any changes in the ratings should be documented and a new assessment undertaken to determine the impacts on priority.

PROJECT PRIORITY RATING MATRIX



The project priority rating matrix assists in determining the importance of any strategic works to the Planning Authority. The table below outlines the recommended level and extent of involvement.

Priority Rating	Action
Extreme	Have to deliver the project. Allocate appropriate resources and funds. Matter of Urgency.
High	Need to deliver the project. Review resources and funds.
Moderate	Project to be delivered but based on having capacity and funds. Encourage external consultants (paid by owners) to prepare project under the supervision of Council officers.
Low	Project recognised, but no further work undertaken unless by affected owners at their own cost and only when Council has capacity.
Insignificant	Not undertaking any work. No strategic need. Council has no capacity.

Consequence

Consequence	Descriptors
Catastrophic	Major/very high risk to life and/or health. High/very high impact to someone, amenity, environment, vegetation or historical significance. Matter non-reversible.
Major	Moderate cost involved and/or moderate impact to someone or the amenity or environment. .
Moderate	Some cost and/or works involved with minimal impact to someone or to amenity or environment.
Minor	Easily resolved with minimal cost and little impact to anyone.
Negligible	Can be resolved with minimal cost or effort.

Likelihood

Likelihood	Descriptors
Almost Certain	The event is expected to occur. High level of recorded incidents and/or very strong anecdotal evidence (> 90% chance)
Likely	The event will probably occur. Regular recorded incidents and strong anecdotal evidence (between 50-90% chance)
Possible	The event should occur at some time. Few, infrequent, random recorded incidents or little anecdotal evidence (between 10-50% chance)
Unlikely	The event could occur at some time. No recorded incidents or any anecdotal evidence (between 3-10% chance)
Rare	The event may only occur in exceptional circumstances (< 3% chance)

Amendment RLR – The amendment proposes to provide additional residential land across the municipality and ensure there is appropriate supply for the next 15 years to cater for growing population, while providing a diversity of housing options. The Residential Land Review proposes to rezone land for residential purposes including: General Residential Zone, Township Zone, Low Density Residential Zone, Rural Living Zone and Rural Conservation Zone. This is crucial to the whole of Shire and will affect the majority of the municipality.

	Any previous strategic work?	Demonstrated need?	Will it meet a desired outcome?	Net community benefit?	Benefit outweigh the cost?	Does it repeat an existing provision?	Is the scheme the most appropriate control?	Does it support SPPF and LPPF?
Strategic impact	5	5	5	5	4	?	5	5
Urgency	E	E	D	D	D	?	E	E
							Overall rating	E5

Based on an overall rating of E5, Council should deliver the project as a matter of urgency and allocate the appropriate resources and funds.